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ABSTRACT

The Council on Higher Education is a permanent coordinating agency designed to engage in comprehensive planning for Washington postsecondary education. This report concerns the strategic phase of the council's planning effort, i.e., the identification of fundamental assumptions. Its focus is educational goals, institutional roles and missions, and general governing policies. The emphasis is on identification of basic premises, value judgments, philosophies, and purposes of the system. The draft report contains the council's goals for postsecondary education along with approximately 200 recommendations pertaining to such matters as high school college articulation, nontraditional studies, state higher educational admissions and transfer policies, general policies for finance, regional planning, manpower analysis, and a range of related matters. The report is directed to the six-year period between 1976 and 1982. (Author/JMF)

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Council for Postsecondary Education
State of Washington

DRAFT

PLANNING AND POLICY RECOMMENDATIONS FOR WASHINGTON POSTSECONDARY EDUCATION

1976 - 1982

U S DEPARTMENT OF HEALTH.
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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August, 1975

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Preface

In 1969, the Legislature created the Council on Higher Education as a permanent coordinating agency to engage in comprehensive planning for Washington postsecondary education. The Council has been heavily involved in planning since its inception. Reports on educational goals, postsecondary education finance, tuition and fees, enrollments, nontraditional education, and program review are a few of the areas in which it has made policy recommendations to the Governor and Legislature. This report, however, is the first comprehensive response to its planning mandate.

In its planning activities, the Council has distinguished between "strategic" and "tactical" planning. Although the two are distinct, they are complementary. The concern of strategic planning is the identification of fundamental assumptions. Its focus is educational goals, institutional roles and missions, and general governing policies. The emphasis in strategic planning is on identification of basic premises, value judgments, philosophies, and purposes of the system. Tactical planning proceeds within the resultant framework. It stresses relatively short-range concerns. Its emphasis is on such matters as budget formulae development and adjustment, modifications in student-aid programs, and improved program coordination and effectiveness.

This report concerns the strategic phase of the Council for Postsecondary Education's planning effort. It reflects the findings of a number of earlier staff studies and reports of various Council for Postsecondary Education planning advisory committees, augmented by responses of the academic community and the public during various stages of development. The reports of five planning committees in particular (those which studied educational goals, institutional roles and missions, current circumstances in educational programs, new directions and alternatives, and postsecondary education finance) are directly relevant. Recommendations from these and other ad hoc committees comprise the sustaining core of the report.

Before proceeding, a few qualifications must be stated. The first of these is that the conclusions and recommendations of this report should be read in the context of a need for continuous, flexible and frequently-reviewed planning at all levels. The statements of this planning document must not come to be etched in stone. In this vein, planning is seen as an endeavor that will lead to a plan and continue beyond it. Since any plan can become outmoded in a short period of rapid social or technological change, it would be inappropriate to conceive of such a document as having direct relevance for more than a few years.

Related to this is a second point: this report will need to be broadened with additional studies in the months and years ahead, studies occurring frequently at the tactical planning level (an agenda is presented in the concluding portion). It will also need to be reviewed at periodic intervals. Thus, strategic planning is not synonomous with "comprehensive" planning. Both levels of planning, strategic and tactical, combine to produce comprehensive planning. For this reason the report should be figuratively bound in a loose-leaf notebook.

A central concern of this plan is the presentation of planning recommendations that will give greater cohesion and focus to the array of existing and potential opportunities for postsecondary education in Washington. There are several dimensions to this. In addition to the many individual needs served, postsecondary education also makes valuable contributions to the cultural, economic, and social welfare of the state and the nation. Beyond this, there are distinct but complementary types of education ranging from the highly "academic" to the highly "practical;" from the broadly enriching to the most specifically applied. Each of these forms is legitimate, and each serves needs of society while contributing to the individual welfare of many citizens within it. This report attempts to relate to the full range of educational opportunities offered and to the full range of purposes postsecondary education exists to fulfill.

The next premise stems from the others. It concerns the scope of the report. The report's focus is the total range of postsecondary educational enterprises in the state. In Washington there are 2 public universities, 4 state colleges, 27 community colleges, 12 private colleges and universities*, 5 public vocational-technical institutes, and more than 300 proprietary educational centers. The recommendations pertain to this structure, not simply to the public colleges and universities.

Finally, a few words on review: as it stands the report is a draft document. Although it has been initially reviewed by the Council, which authorized its distribution for further review by those associated with the institutions and the general public, it has not been formally adopted. Rather, it and the recommendations it contains are staff proposals to the Council members. At the time of this writing a series of public meetings in Vancouver, Tacoma, Seattle, Yakima, the Tri-Cities, and Spokane are being scheduled for the months of August and September. Meetings at the institutional level will be arranged during September, October, and November. Additional meetings with various administrative agencies and legislative staffs will be held during these months. After these meetings, and in light of the comments obtained through them and other communications**, an advanced draft will be presented to the Council for final review and adoption (scheduled for December). The first major implementation stage will occur in January, 1976, when the Council presents its recommendations for legislation to the Governor and the Legislature.

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*This number includes only those institutions presently accredited (1975) by the Northwest Association of Secondary and Higher Schools; two additional institutions have applied to the Association for accreditation candidacy status.

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Introduction

On June 25, the Council for Postsecondary Education completed its first review of the report, "Planning and Policy Recommendations for Washington Postsecondary Education: 1976-1982," and instructed the staff to distribute it for general review and comment. The report will be adopted by the Council later this year, and it is intended to provide a general framework for postsecondary educational planning for the next six years.

There is no way that the content of a report this size can be easily summarized. Perhaps the place to begin is to note that it is an approach by which the four major goals for postsecondary education adopted by the Council, goals pertaining to Responsiveness, Access, Diversity, and Coordination, can be reduced to a manageable program of action, a program, in turn, developed in the context of a series of issues likely to confront postsecondary education directly during the next six years. These issues include those of declining numbers of traditional college-age youth, changing participation rates, different impacts of changing participation patterns on various educational sectors, relating to postsecondary rather than simply higher education in long-range planning, the future of the private colleges and universities, the role of vocational education, relating to residual educational needs within the state, concerns for educational quality, needs for regional planning, and, finally, the growing importance of efficiency and accountability in a period of fiscal stringency. Mostly, the report is related to ways by which postsecondary education can take advantage of what is considered a transitional period.

Rather than restating the approximately 200 recommendations of the report here, it will be sufficient to note that they contain references to such matters as program review and coordination, manpower planning, consumerism, educational quality, faculty, finance, enrollment, admission, and tuition and fee policies, student financial aid, reciprocity, the various areas normally subsumed under the term "non-traditional education," regional planning, and institutional roles and missions. An important provision is their description of a continuing planning process by which the recommendations can be periodically evaluated and adjusted to meet changing conditions. For those who are concerned over the prospect of growing centralization of authority, and a concomitant loss of institutional autonomy, it should be noted that the plan specifically endorses the coordinative arrangements that have evolved in Washington and recommends a continuation of the relationships between the Council and institutions currently in existence.

While the report is a draft, it nonetheless represents the culmination of a process that has itself involved a number of meetings, wide participation, and extensive correspondence and communications. This process formally began two years ago as the staff met with institutional personnel to discuss the course the Council's planning process should pursue. These discussions led to the development of a planning outline which was formally adopted by the Council. In adopting the outline, the Council instituted a planning process that would be participatory. Advisory committees on educational goals, instructional programs, non-traditional studies, postsecondary education finance, and institutional roles and missions were empaneled. During the ensuing months, as studies on these and other topics were developed, extensive interactions with representatives of the various institutions occurred. These were further augmented with public hearings on the report on educational goals.

The point of all this is that it is important to note, as this new cycle of public and institutional review commences, that a considerable amount of documented and effective participation in the planning process has occurred.

At its meeting in June, the Council instructed the staff to schedule a series of hearings in various communities and institutions in the state on the draft report. The times and places of these meetings are as follows:

Public Meetings	Tentative
Spokane	September 10
Seattle	September 17
Tacoma	September 9
Vancouver	September 23
Tri-Cities	August 26
Port Angeles	August 28
Bellingham	October 1

Institutional Meetings	October 1 - November 15
Spokane	Gonzaga University
Seattle	University of Washington
Renton	Renton Vocational Technical Institute
Tacoma	University of Puget Sound
Pullman	Washington State University
Ellensburg	Central Washington State College
Longview	Lower Columbia Community College
Olympia	Olympia Vocational Technical Institute
Walla Walla	Walla Walla Community College
Yakima	Yakima Valley Community College
Wenatchee	Wenatchee Valley Community College
Aberdeen	Grays Harbor Community College
Everett	Everett Community College

The Council will take final action on the report after these meetings have been completed and the report edited to reflect valid suggestions. Formal adoption is tentatively scheduled for the December meeting. In the meantime the Council will be informed of the substance of the meetings on the report, either by the staff or by Council members attending the meetings. Written comments, then, are encouraged. These should be directed to the staff at the address indicated.

Finally, the interest of the general public and those who work and learn in Washington's institutions of higher learning in this report is deeply appreciated. While much work has gone into its preparation, it is not a completed document. A careful reading and a consciencious communication of impressions will help ensure that the final report is harmonious with the views of the citizens of Washington.

Goals for Washington Postsecondary Education:

- I RESPONSIVENESS
- II ACCESS
- III DIVERSITY
- IV COORDINATION

I. RESPONSIVENESS

Postsecondary education must respond to the full range of adult educational needs in Washington society. Such responsiveness involves the provision of education for cultural and value enrichment and employment. Education beyond high school must encompass formal approaches while providing alternative experiences for those seeking or needing non-traditional opportunities. Program quality standards appropriate to each level and type of education must be a constant concern.

The 1960's were marked by tremendous expansion in virtually all aspects of postsecondary education. Enrollments in collegiate institutions doubled between 1960 and 1970, as did those in public and proprietary vocational* schools. These years also saw the growth of the community colleges; themselves in part a response to accelerated demands for geographically dispersed postsecondary opportunities. At the same time there was increased recognition of the educational roles performed by the independent colleges and universities. Acceptance of the value of vocational education as a legitimate concern of education beyond the high school, and an intensified search for innovative educational approaches are further examples of developments in postsecondary education during the 1960's.

In these respects, the 1960's were the golden years of postsecondary education. What is now apparent is that much of this growth was not merely unprecedented but unique. Twenty years from now, when the trend lines are re-examined, one may recognize a hump in the 1960's; the enrollment patterns now emerging may then be seen as a return to normal growth.**

Regardless of whether the growth patterns were unusual or not, counterchanges are now occurring, and they appear to be acquiring dynamics of their own. Both as a stimulus and a response to other changes, participation rates are fluctuating. These changes are certain to affect all of postsecondary education in the years ahead, as to some extent they have already, and if current trends prevail, the impact on conventional higher education will be most strongly felt on many of the senior college and university campuses.

Perhaps for the first time in the history of this country, postsecondary education is a buyer's market. With some exceptions, institutions are being forced to compete for students, and such conditions invariably heighten responses to the demands of the clientele. In this instance, however, the responses to buyer demands must be tempered by a continued concern for quality, or all of society will ultimately suffer. It is the balance between responsiveness and rigor that is critical, and it is the search for this balance that occupies the minds of those seriously concerned about postsecondary education in this country.

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*Proprietary applies to those schools that are privately owned, offering primarily vocational programs, and operated for profit (e.g., business schools, flight schools, beauty and barber colleges, etc.).

**While stating this, it is recognized that other changes have occurred that preclude return to what would have been previously considered normal growth. The human rights movement and the resultant broadening of educational opportunities for members of racial and ethnic minority groups, and for women, have changed the course of the growth trend in a manner that cannot yet be measured precisely. This is accentuated by the expansion of the proprietary sector, now an accepted dimension of postsecondary education.

Balance must be struck not only in the context of a buyer's market in postsecondary education, but in a context that extends beyond it as well. A new set of priorities is emerging, among which postsecondary education represents only one element. Health care, personal welfare, and protection of the natural environment represent others. As the demands of a broad range of social needs make themselves felt, both the level and focus of public funding will change. Thus, the proportion of tax revenue going to education beyond high school is dropping in most states, and educational administrators find themselves in stiff competition with other social programs for public funds.

This is not to say that nihilism and a quest for ignorance are upon us. Education for those beyond high-school age remains a vitally important social function. But it is not the only one, and many intelligent, capable people increasingly feel no stigma in turning from it to seek other approaches to personal growth and expression. Perhaps more important is recognition that those who do not turn from it seek variety within it. Whether an individual desires a structured educational program leading to a degree or seeks short courses offered in a manner permitting eclecticism; whether a person's interest is vocational, technical, general or academic; whether one wishes to continue through a program without interruption or desires to pursue a program on a part-time basis, stopping-in and stopping-out--all of these needs are real--and postsecondary education must respond to them. Implicitly, this response entails variety, flexibility, diversity, and new alternatives offered along with the conventional. And all of this must be accomplished so as to maintain (or where necessary, to achieve) appropriate excellence.

The key terms here are variety, flexibility, and diversity. Postsecondary education has traditionally been responsive in many ways, but there have been lags between demand and response. An educational system moves cautiously. It takes time to initiate a program, and it takes time to terminate one.

During the growth years of the 1960's, postsecondary education accepted as a main thrust the multiplication of opportunities for high school graduates to pursue degree-oriented programs. In the years ahead it will have to become more aware of the constraints imposed on the now-called nontraditional students; adults who desire educational experiences but for whom the opportunities are limited, persons of all ages and all economic strata.

It seems evident that offerings in career areas should be enlarged, since more than 70 percent of the labor force in Washington is employed in occupations requring vocational training.* Ways of delivering postsecondary educational services to remote areas of the state, and to persons isolated by limiting factors of time, economic, or physical condition must be found.

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*A concurrent circumstance mitigating the potential impact of this is that with the increase of college graduates competing in the labor market the effect has been to displace (or move downward in the "labor queue") individuals with less than a college education. (See Gordon, Margaret S. ed., Higher Education and the Labor Market, McGraw-Hill.) One result is that while education is becoming more equitably distributed, income is become less equitably distributed. (See Higher Education and the Labor Market, "Measuring the Economic Benefits of Education.")

Means of recognizing and certifying the level and quality of appropriate learning experiences acquired in various non-institutional settings must be provided. New educational concepts that recognize the important potential contributions of community-based resources need to be designed and implemented.

Currently available opportunities for formal education should be evaluated. They must also be accompanied by an expansion of alternatives within or beyond the conventional framework as emerging needs may require. If a program meets genuine needs, it should be continued; if it does not, it should be terminated.

Given these views, responsiveness suggests many elements. The major concern is a balance between variety and flexibility on the one side, and excellence on the other. An educational system providing this will be responsive. The following recommendations concerning the goal of Responsiveness reflect this view.

I. POSTSECONDARY EDUCATION MUST RESPOND TO THE FULL RANGE OF ADULT EDUCATIONAL NEEDS IN WASHINGTON SOCIETY. SUCH RESPONSIVENESS INVOLVES THE PROVISION OF EDUCATION FOR CULTURAL AND VALUE ENRICHMENT AND EMPLOYMENT. EDUCATION BEYOND HIGH SCHOOL MUST ENCOMPASS FORMAL APPROACHES WHILE PROVIDING ALTERNATIVE EXPERIENCES FOR THOSE SEEKING OR NEEDING NON-TRADITIONAL OPPORTUNITIES. PROGRAM QUALITY STANDARDS APPROPRIATE TO EACH LEVEL AND TYPE OF EDUCATION MUST BE A CONSTANT CONCERN.

1. Just as the state needs engineers, nurses, electricians, and other trained professionals, it also needs philosophers, poets, artists, and other contributors in numbers that manpower analyses cannot determine. Most of all, it needs people knowledgeable of the workings of a democracy, sensitive integrated individuals with an ability to judge, evaluate, and make decisions. Postsecondary education must be responsive to these collateral educational needs.

2. Responsiveness to necessary change in content and method of instruction may require the abandonment of programs and approaches that are no longer necessary or effective. Constant review and evaluation of programs and approaches must be required.

3. During a period of necessary emphasis on public accountability and vigorous competition with other social needs for public resources, it is vital that excellence be present at all levels and in all activities. Since there are no general standards of excellence applicable to all, means must be developed to assess excellence in terms appropriate to each educational endeavor.

4. The necessary and important social functions performed by postsecondary education must not be undermined by inadequate support, moral or financial. The contributions of postsecondary educational institutions to the social, economic and political foundations of society require recognition and support within the context of fiscal reality.

II. ACCESS

Access to education for all persons beyond high-school age who desire it and can benefit from it is a basic goal.

The basic premise of this section is that there should be opportunities for postsecondary education for all who want them and can benefit from them. Here the concern is with the elimination of impediments to access, particularly for those in categories not currently served by the post-high school programs available. The view is that race, sex, ethnic origin, socio-economic status, age beyond high-school age, or geographical factors should not be obstacles to educational opportunities.

None of this is new. Concern for this goal is reflected in the ongoing policies of most sectors of postsecondary education, but it deserves restatement. Access criteria have neither been clearly evaluated nor effectively coordinated across all of postsecondary education. If education is to be truly open, such evaluation and coordination must occur.

Increased services to members of minority groups is a continuing educational objective in Washington. In 1974, Asian Americans, Blacks, Chicanos, and Native Americans, in total, comprised a comparatively small portion of the state's total population, 7.4 percent. Out of a total population of 3.4 million, non-Caucasians number 255 thousand. Their representation among students in postsecondary educational institutions of this state, however, is less than the proportion of the total society they comprise. Recent figures indicate that minorities average 5.4 percent of total institutional enrollments. While this is an improvement over earlier averages, it is still below the 7.4 percent figure they represent within the state's population.

Washington faces certain issues connected with particular minority groups not shared by many other states. The Native American, particularly the reservation Indian, provides a case in point. Native Americans represent one percent of the total state population. Their presence, especially reservation Indians, involves issues associated with their distinct legal status under federal law, a status not shared by other ethnic minorities. There are problems with their relationship to education and the quality of the education they have received prior to attainment of post-high school age. For these reasons, they are singled out for particular attention, both in terms of the question of access and in terms of the larger question of educational need once the barriers to access have been identified and reduced.

Women represent another segment of the population that is not participating proportionately in postsecondary educational programs. Although 52 percent of the state population is female, men, on average, participate in the public institutions at a ratio of about 2.5 males to 1 female. This figure will vary by age group, and by educational sector, particularly in the ages 22 through 29, the traditional age for childbearing. During these years, the ratio of men to women in college averages about 3.5 to 1. Only in the late 20-year age groups do the participation rates of men and women begin to converge.

More opportunities and incentives for women need to be provided. This may entail adjustments in schedules and courseload requirements, the provision of day care facilities in the community (also needed by men raising children), and other changes in educational structures. It is also important that women be encouraged to enroll in programs other than those to which they have traditionally gravitated. (Notably teacher education--because the long-range prospects for enrollments in the K-12 sector are downward, there will be fewer openings for secondary and elementary teachers in the years ahead).

Americans traditionally view "college education" as applying most appropriately to a particular age group, normally 18-24 year olds. The persistence of the term "college-age" is indicative of this. It is apparent, however, that postsecondary educational needs exist for persons of middle age, retired persons, and senior citizens. According to the Report of the Governor's Task Force on Aging, "More and more people are beginning to ask what will be done for those society forces out of the mainstream of economic and social life. For many, education seems the most viable answer to the elderly's need to adapt to retirement and continued development." John B. Martin, U.S. Commissioner on Aging, stated to the White House Conference on Aging that:

> "Education is viewed by the American public as a main artery to progress and a better life for all. We want pre-school education for the very young. We want post-graduate courses and night school classes to keep our working-age population up-to-date on the knowledge and skills of their professions and trades. But strangely, education for the elderly or even education to prepare people to become elderly has a rather low priority."

The Governor's Task Force recommended that pre-retirement education be provided in all state institutions of higher learning. Endorsing the philosophy that education is a continuing life experience from birth to death, the Task Force recommended ways in which the elderly might take advantage of the openings in classes at institutions on a space-available basis with no charge or might regularly enroll on a reduced-tuition basis. Transportation problems were also identified as barriers to access for many such persons.

In keeping with the view that education is a lifetime experience, efforts should be directed to providing opportunities for persons outside the traditional college-age brackets*. To do this effectively, it will be necessary to determine just what the barriers to their access are and to develop programs to overcome them.

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*Note for example: the Seattle Pacific College Senior Citizen Program or Western Washington State College's "Bridge" Program.

When educational programs for those beyond conventional college-age, and particularly for those who have retired or are approaching retirement, are considered, a question of return on the public investment in the educational program arises. It is evident that the provision of educational opportunities is beneficial both to society and to the individual. The greatest return on the social dollar may be gained when the programs are used by persons who have not yet begun their formal careers. But society benefits also from the extension of educational programs to those beyond working age, although these benefits are perhaps less measurable. In any event, there is a question of equity. For many who are retired, or who are approaching retirement, there has heretofore been no direct return on the tax dollars they have paid and which have been used to support educational opportunities for others. Accordingly, the recommendations of the Governor's Task Force are supported here.

Finally, economic barriers to persons in disadvantaged categories cause continuing concern. Historically, families considered disadvantaged have been those whose annual incomes fall below particular predetermined levels. (A current federally designated family poverty income level is $5,000). But a consistent theme for many groups, disadvantaged and other, is the lack of economic capability to participate in educational offerings.

A Council for Postsecondary Education-sponsored survey* of Washington students revealed that nearly 50 percent reported 1971 parental incomes between $9,000 and $18,000**. The average parental income for the three reported educational segments was:

Public Four-Year Institutions	$13,790
Private Colleges and Universities	$14,760
Community Colleges	$11,960

The community colleges served the highest percentage of students from families with incomes below $6,000 (22 percent). The private colleges and universities served the highest percentage of students with family income levels over $21,000 (22 percent). Students' family income levels for the two-year and four-year (public and private) institutions are shown in the graph on the following page and the following table comparing student participation rates by parental income against total state family income distributions. These tables indicate that the enrollment patterns in two- and four-year institutions are not congruent with the income distribution among Washington's population as a whole. However, this is not entirely in the manner one might assume.

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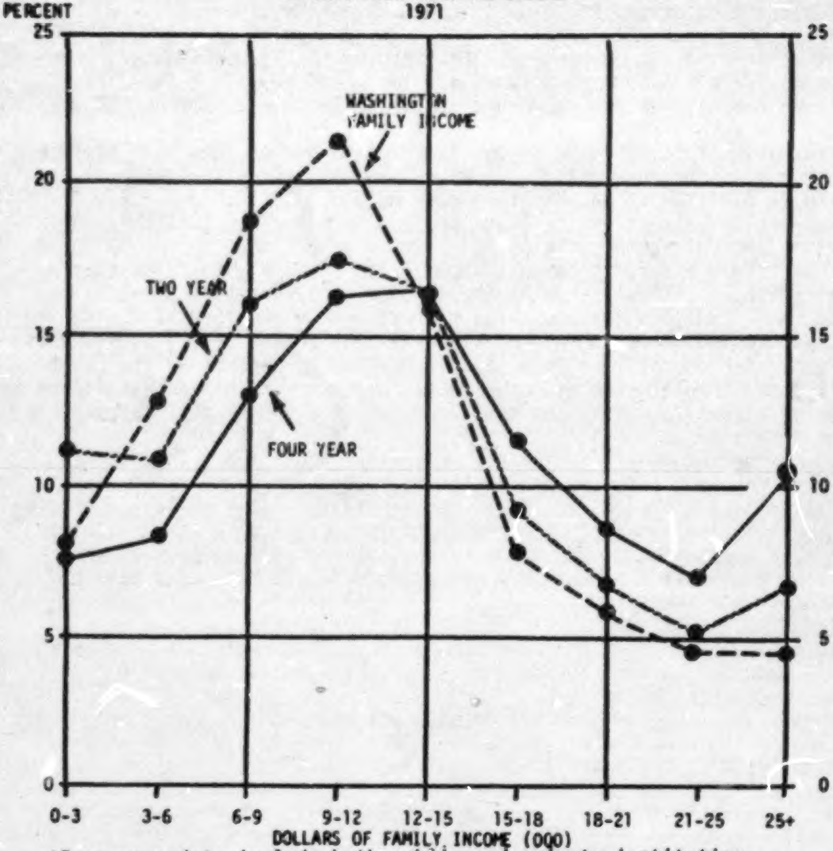
*Student Financing of Higher Education in Washington, Council for Postsecondary Education, August, 1972.

**A cautionary note is appropriate here. These data include parental income levels for students who are financially independent and who therefore do not attribute their ability to afford postsecondary education to their parents but to themselves.

DISTRIBUTION OF COMMUNITY COLLEGE AND COLLEGE AND UNIVERSITY STUDENTS*
BY ESTIMATED PARENTAL INCOME
1971



*Four-year data include both public and private institutions

WASHINGTON FAMILY INCOME	PERCENTAGE OF FAMILIES	PERCENTAGE OF ENROLLMENT FOUR YEAR	PERCENTAGE OF ENROLLMENT TWO YEAR
Less than $3,000	8.0%	7.4%	11.2%
$3,000 to $5,999	13.1	8.2	10.9
$6,000 to $8,999	18.7	13.2	16.0
$9,000 to $11,999	21.5	15.8	17.5
$12,000 to $14.999	15.8	16.2	16.7
$15,000 to $17,999	7.9	11.4	9.3
$18,000 to $20,999	5.8	8.5	6.8
$21,000 to $24,999	4.6	6.9	5.1
$25,000 and above	4.5	12.4	6.6

Sources: Student Financing of Higher Education in Washington
Dent, Blair and Nelson, August 1972
Office of Program Planning & Fiscal Management, Information Systems Division, Population & Enrollment Section

Imbalance occurs in the higher income categories (over $15,000) which represent about 23 percent of the general population but 34 percent of the college population. Students in the lowest family income categories (below $6,000) come from families which represent about 21 percent of the population; they comprise approximately 18 percent of the college population. Notably, the proportion of students in college from families having incomes under $3,000 is slightly higher than such families' percentage of state population. Finally, a usually unnoticed effect occurs with families in the middle income categories ($6,000 - $15,000) who comprise 56 percent of the state population but contribute only 45 percent of the college population.

Thus, there appear to be two problem areas. First, there is the problem of those with very low family incomes, individuals who cannot look to their families for any support. Washington seems to be coping with this problem at least in comparison with other states (e.g., students with family incomes of less than $5,000 comprise 13 percent of the students on all Washington campuses; this compares with 8 percent nationally). Obviously, efforts aimed at the disadvantaged students in this category must be continued.

The second problem area is less generally recognized. This is the problem of the family in the middle income categories whose income is marginal or inadequate to contribute substantially to the college education of students in the family. Thus, students from families in this category do not have general access to financial assistance, and they usually have to work or borrow if they are going to college. More than half of the students surveyed in the Council for Postsecondary Education study reported some form of employment during the school year, working an average of 15 to 20 hours per week. More than 75 percent of the surveyed students reported working during the summer. The median income of such students was not high: $1,670.

Many students, often those from middle income backgrounds, need financial assistance, whether in the form of direct subsidies or long-term, low-interest loans, to attend and remain in school. Thus it is apparent one should be concerned not only with eliminating barriers to access for those in the lowest income categories but also for those in the middle income groups. It is possible that the only major difference between middle income family students and lower income family students is a generally higher motivation to obtain a post-high school education among the former.

From all this it is evident that some obstacles to a postsecondary education are beginning to crumble while others are just beginning to achieve visibility. Those barriers, both economic and psychological, particularly for persons beyond "college age," the middle and older-age strata, are virtually unchallenged. The recommendations on Access are directed toward eliminating barriers for all categories, supporting the continuing of existing efforts and encouraging the development of new approaches where they are needed and are feasible.

II. ACCESS TO EDUCATION FOR ALL PERSONS BEYOND HIGH SCHOOL AGE WHO DESIRE IT AND CAN BENEFIT FROM IT IS A BASIC GOAL.

5. *Educational opportunities should not be limited because of race, sex, ethnic origin, socio-economic status, age beyond high school age, or geographical isolation.*

6. *Without discounting the special educational needs of other ethnic minorities in this state, it must be recognized that Native Americans comprise a group with unique federal status whose educational requirements must be determined and satisfied.*

7. *Improved procedures are necessary to meet the educational needs of women; these involve both encouragement for women to seek postsecondary educational experiences and provision of variety within these experiences.*

8. *Particular efforts need to be directed to the provision of educational opportunities for persons in the middle-and older-age strata.*

9. *The reduction of barriers to access for individuals possessing motivation and ability but lacking in prerequisite educational background will require adjustments in the modes of entry and the instructional formats of educational offerings.*

10. *Financial assistance programs to help students eliminate economic barriers to access and choice of institution or program regardless of their socio-economic backgrounds, are essential; such programs should be available in sufficient variety to accommodate the diverse financial needs of Washington residents.*

III. DIVERSITY

Open access, responsiveness, and commitment to individual enhancement through education services presume a variety of institutions and program options. Within the limits of feasibility, such variety should be provided in Washington or suitable alternatives otherwise made available.

The goals set forth thus far in this report have obvious implications for the variety of programs offered. They entail recognition of education as a life-long process and awareness that as interests change throughout life, educational needs will do likewise. Postsecondary education needs to be responsive; accordingly, it must provide diverse, flexible, acceptable, and transferable offerings. This suggests a need for programs varied both in substance and mode.

There are identifiable tendencies toward homogenization among institutions: state universities, aspiring to comprehensiveness, use major national institutions as their models; state colleges emulate doctoral-granting universities; and community colleges look ahead to baccalaureate programs in some areas. In some institutions these interests are active, in others they are passive, but they are present to some extent in virtually all. These aspirations should be scrutinized. All too frequently "excellence" is equated with similarity among institutions, although their students and missions may differ. If institutional diversity is to be attained, institutions and schools must focus on excellence in terms of their unique characteristics and qualities and of the interests of the students they serve.

Diversity at the program level entails broadening the range of learning options for individuals. It implies the provision of alternatives in learning content: liberal arts or vocational, humanities or sciences. It suggests variety in learning approach: structured or personal, lecture or seminar, correspondence course, or educational television. It entails choices in locale: learning at home, at work, in an institution, or in a community center. It implies responses to choices in personal goals: self-enrichment, career training, or basic education. It suggests differences in intensity: general knowledge or specialization. And it has implications for continuity: part-time, full-time, sequential, or alternated with work. Finally it involves choices in timing: within a daily schedule of activities, within the yearly calendar, or within the student's span of life. The emphasis of diversity leads further. It suggests the need to place adult and continuing education in a prominent place. Since postsecondary education facilities are limited in number and capacity, diversity requires utilization of facilities in the community: libraries, museums, art galleries, science centers, and other resources*. The activities conducted in the proprietary sector of postsecondary education need to be recognized (with implications for transferability of experience) as do the important social roles performed by the independent colleges and universities.

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*In the book, Beyond the Carnegie Commission (Marien, Michael, Educational Policy Research Center, New York, 1972), a series of studies conducted in 1970 by the Ontario Institute for Studies in Education to find out how people learn in real life were noted. It was found that "all but one of the interviewees had conducted at least one learning project in the previous year, with a median of 8 projects totaling more than 700 hours of effort. Only 0.7% of all learning projects were for any kind of credit, and 68.0% of these projects were totally planned by the learner himself..." The import of these studies is that if less than 1.0% of real-life learning effort is associated with credit and credentials, then programs designed to result in credit and credentials may not be meeting the actual learning needs of people.

When considering the development of postsecondary education, political boundaries become constrictive. Surrounding states offer programs also available in Washington, often because of a perceived need for comprehensiveness in educational offerings within each state. Yet programs in contiguous states may be operating below capacity, requiring higher unit expenditures than necessary. In addition, there are geographical areas in Washington not adequately served by senior institutions of higher learning, particularly baccalaureate schools. An example is the Vancouver area, lying just north of Portland, Oregon, with baccalaureate schools located across the Columbia River. Similarly, Northern Idaho, without a senior institution, is in close proximity to Spokane, and a number of baccalaureate schools, for example Eastern Washington State College. A related situation exists between Washington and British Columbia, although with the significant difference that non-resident charges are not imposed by the Canadian universities.

Agreements with these surrounding jurisdictions would allow residents in each to take advantage of the totality of educational offerings in the region. They would facilitate sectional coordination for the achievement of diversity without unwarranted duplication. Reciprocal agreements with surrounding states and provinces aimed at facilitating the flow of students across boundaries would be a major step toward the achievement of the goal of regional diversity.

Diversity has other dimensions. Recognition of the educational value of many lifetime experiences is evoking extensive current interest. There are many lifetime experiences, professional and non-professional, that can be recognized as valid educational endeavors. A competent secretary with little formal education beyond high school, but who knows and understands the requirements of the profession may have knowledge comparable to that obtained in a two-year education program in the secretarial sciences. Elements that might be lacking, such as bookkeeping, could be acquired in the evening. If educational credit were awarded for such experiences the secretary could qualify for a degree and receive, thereby, the certification appropriate to his or her interests. Similar examples can be cited in other vocational and non-vocational areas.

This point is addressed by the Ontario Commission on Postsecondary Education in its final report, The Learning Society*.

> A society which strives to provide individuals with lifetime learning options and alternatives must also give them the possibility to acquire the tangible symbols of accomplishment in these ventures. We may regret our society's obsession with degrees and diplomas; but as long as our present attitudes

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*The Learning Society, Report of the Commission on Postsecondary Education in Ontario, Ministry of Government Services, Toronto, 1972.

and social arrangements remain unchanged, it is reasonable for people to desire them*. For this reason we recommend that degrees and diplomas should be awarded both for learning undertaken within institutions and for comparable achievement without.

Transferability between institutions is a further area of concern. Many of the earlier problems encountered by community college students transferring into senior institutions have been resolved. But others remain. Such students can usually transfer their Associate of Arts degrees as equivalent to the first two years of general work, but they may find it necessary to repeat major area courses taken in the community college before they can graduate from the senior institution. It is usually the student who suffers in these cases, both in cost and effort.

These problems are by no means restricted to articulation between community and senior colleges. They occur between institutions at all levels; students encounter them when they transfer from a state college to a university, between state colleges, and between private and public institutions. If these requirements are necessary, they should remain: if not, then not.

Transferability should exist between programs and professional areas both during the educational experience itself and into the career period that usually follows. Transferability between institutional programs is a problem area to be resolved within the institutions. Professional transferability will require effort at the extra-institutional level. Of particular concern is the tendency toward increasing specificity in degree programs, much of which is a function of a quest for enhanced recognition among professions. In Washington, the number of distinct degree titles (B.A., B.S., B.Bus. Ad., B.Ed., M.A., M.Ed., etc.) at the baccalaureate and post-baccalaureate level is currently approaching 100. Those used at the master level are in excess of 40, and those at the doctoral level exceed 10. It does not seem necessary to return to a situation of 2 baccalaureate degrees, 2 master's degrees, and a small number of doctoral degrees--there are important and obvious differences between the educational experiences and professional qualifications signified by some degree titles. But there is a point beyond which highly specific programs impede lateral mobility, and program requirements serve little purpose other than to distinguish one structure of courses from another. These issues need to be examined, and the growing specificity in educational programs curtailed or reduced.

The following recommendations on Diversity embrace these concepts.

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*In this country in recent years, largely because of the heightened interest in equal employment opportunities for racial minorities and women, there has been an increasing tendency to deplore credentialism or the imposition by employers of educational requirements that are not clearly indicated by the nature of the job. The U.S. Supreme Court in the case of Griggs, et. al. vs. Duke Power Company, decided in March, 1971, the employment practices, including educational and test requirements, that cannot be shown to be related to job performance were contrary to the provisions of the Civil Rights Act of 1964.

III. *OPEN ACCESS, RESPONSIVENESS, AND COMMITMENT TO INDIVIDUAL ENHANCEMENT THROUGH EDUCATION PRESUME A VARIETY OF INSTITUTIONS AND PROGRAM OPTIONS. WITHIN THE LIMITS OF FEASIBILITY, SUCH VARIETY SHOULD BE PROVIDED IN WASHINGTON OR SUITABLE ALTERNATIVES OTHERWISE MADE AVAILABLE.*

11. *The growing educational requirements of society and the individual must be identified in terms more precise than currently exist. These needs should then be met through the provision of suitable and appropriate programs within postsecondary education in this state.*

12. *If it is determined that it is not feasible to offer a program within the state's boundaries, arrangements with other educational entities located out of state should be negotiated so that Washington residents may avail themselves of programs offered elsewhere.*

13. *In the broadest sense, to utilize maximally the educational resources of the region, the state should enter into discussions aimed at the achievement of equitable reciprocity agreements concerning the elimination of non-resident tuition and fee requirements among the Pacific Northwest States and British Columbia.*

14. *Diversity involves meeting the demands and needs of persons with differing aptitudes, interests and capabilities. Commitment to meeting these needs requires examination of admission and transfer policies, curricula, types of learning experiences and program timing. Procedures to accomplish this should be devised and implemented.*

15. *Off-campus facilities, television, and other nontraditional delivery systems must be further publicized, developed and utilized as means of broadening options in educational offerings.*

16. *New ways of incorporating other existing educational resources--such as libraries, museums, art galleries, science centers, community educational programs, private industries--into the total range of postsecondary education requires the development and employment of imaginative approaches. Innovation cannot be forced, but incentives can encourage it, and such incentives should be provided.*

17. *The promises of accessibility and diversity will be hampered if artificial barriers to the movement of individuals between learning centers and between programs exist. Orderly procedures must be provided to facilitate the transferability of learning experiences from one postsecondary educational enterprise to another, and for the accreditation of competencies acquired through personal experience, when such mobility will encourage the development of individual abilities, aptitudes, and skills.*

18. *Ways to evaluate and credit relevant and equivalent experiences must be sought and accepted; the accrediting and certifying functions of specific degrees and certificates should be examined.*

19. *The basic concern of education is learning, and the process of learning is a highly individual matter. Since learning styles differ, a better fit between the individual's readiness and the educational offering, to optimize the learning experience, should be developed.*

20. *The complexity of the issues associated with fulfilling individual educational needs suggests greater emphasis on guidance and counseling services; efforts in this area must be examined with the objective of ensuring that adequate services are available.*

21. *Learning is a continuing lifetime experience. Educational opportunities should be available throughout life rather than during a specific time period. In view of this, continuing education must be brought to a more prominent place in the spectrum of educational services provided in the state.*

IV. COORDINATION

Responsiveness, access and diversity, in concert with the achievement and maintenance of high standards of excellence in postsecondary education, require the utilization and coordination of all educational resources. Such coordination should emphasize improved program effectiveness and improved services to the public within a context of financial feasibility. Roles and missions for all segments of the postsecondary educational complex must be defined, and the programs offered must be consistent with these roles.

It is clear that if postsecondary education is to be responsive, if an educational experience is to be available for each one who seeks it and can benefit from it, and if the aims of diversity and flexibility are to be achieved, then all educational resources will have to be oriented to these ends. This will require effective and enlightened system-wide coordination.

It is one thing to conceive of diverse and responsive postsecondary education; it is another to achieve it. Realization of such goals requires full utilization of public, private, two-year, four-year, proprietary and subsidized, formal and informal, institutional and non-institutional educational resources. Yet, at the present time, there is no standardized comprehensive inventory from which one may select and evaluate with confidence.

Many postsecondary enterprises are privately owned and operated. Voluntarism will extend only so far. Clearly, a balance between authority and autonomy must be found. Recognition of the advantages of coordination may help. Support through public funding, directed to both the institutions and students in the private sector is an important inducement. The extension of federal grant programs to private institutions via the state "1202 Commission*," with the federal requirement that such funds be expended in compliance with the state's comprehensive educational plan, is an additional element.

The proprietary educational offerings represent a substantial educational resource in Washington. At the present time these offerings appear to be utilized to about 50 percent of their capacity. Ways of integrating these resources more effectively with the rest of postsecondary education must be found. Before this can be done their variety and quality need to be ascertained. An immediate concern, then, is with the assessment of educational offerings in the proprietary sector.

Beyond this, acceptance of the value of relevant educational experiences in the proprietary schools coupled with efforts at the state and federal levels toward assurance of fair consumer practices, and the extension of financial assistance to needy students attending these schools, are important inducements to cooperation for institutions in this sector.

The balance sought here is one in which institutions and programs not under direct public purview are brought into a coordinated relationship with those in the public sector because their trustees, faculty and administrators perceive it to be in the interest of their institutions that this be done. For these people, the continuing alternative of opting out would exist, although various benefits may be forfeited.

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*The Council for Postsecondary Education has been statutorily designated as the state's comprehensive postsecondary education planning agency, the "1202 Commission," in accord with the 1972 federal higher education enactments.

This report's conception of coordination aims at the achievement of cooperation between the private and public sectors in postsecondary education largely through recognition of, and support for, activities in non-public entities. The Council for Postsecondary Education should explore ways of achieving this, particularly among public and private institutions located in close proximity to each other, as is the case, for example, in both Spokane and Seattle. Consortia or other voluntary working agreements are means to this end. Contracts between the state and private institutions, within the confines of Constitutional limitations, are another.

The section on Diversity refers to community resources off campus. The referents were libraries, museums, parks, municipal services, businesses (and their personnel) to augment the postsecondary educational resources in the state. It will require coordination to achieve their utilization in a comprehensive manner, although it is within the authority of the public institutions to seek ways of using such resources in their communities somewhat independently.

A further concern is the avoidance of programs, particularly new programs, that will duplicate those in existence generally, and particularly those in the same locality. It is not desirable that neighboring enterprises should compete with each other. One way of coping with this problem is the identification and definition of roles and missions for particular institutions, types of institutions, and educational sectors.

As a general rule, the view is that the more specialized programs, programs such as medicine, veterinary medicine, and professional and doctoral programs of other kinds, requiring lengthy periods of study and intensive faculty involvement, should be aimed at the total state population and not duplicated widely within the state.

A more basic concern directed to institutional roles and missions is the feeling that the institutions should aspire to excellence within their strengths. The concern with individual institutional excellence finds expression in the aforementioned Ontario Commission Report*:

> "We recognize that 'prestige and quality' differences will always exist among individual institutions, and in this sense more and less noble universities and colleges; what is important is that these differences do not apply to whole categories of institutions, e.g., university versus non-university sector. Only social attitudes of this kind will enable the postsecondary system to help the adult population to chart the courses of their individual and community lives through education. Citizens have richly varied origins and interests, and they need a great diversity of learning environments to shape their lifetime goals and to acquire the skills needed to function in today's complex and ever-changing world.*"

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* op. cit.

Such a conception facilitates recognition of the validity of the educational offerings in the vocational educational areas and reaffirms the importance and need of education in the liberal arts. Vocational or occupational education should be seen as an important form of education. At the same time, it must be recognized that those interested in the liberal arts also have valid aspirations, and education not directly related to employment or manpower requirements is essential to them, and to society.

Finally, there is much controversy in postsecondary education concerning the role of research in institutions of higher learning. The three primary purposes of higher education in this country have centered on the dissemination, preservation, and discovery of knowledge. These, coupled with a concern with the application of knowledge to community and social problems, translate into Instruction, Research, and Public Service* as the primary programs of a modern institution. All three are viewed as vitally important activities, and all three should be continued. However, of these, Instruction is foremost. It is clear that without students, no institution of higher learning will long survive. While the three functions are, and should be, closely interrelated, the role of Instruction should be recognized as paramount.

Again, the issues raised in these paragraphs relate to Coordination, statewide and intra-institutional. They form the core of the recommendations that follow.

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*Public service activities in postsecondary education include the provision of library services, expert personnel, community health facilities, extension courses, and cultural activities and experiences.

IV. *RESPONSIVENESS, ACCESS AND DIVERSITY, IN CONCERT WITH THE ACHIEVEMENT AND MAINTENANCE OF HIGH STANDARDS OF EXCELLENCE IN POSTSECONDARY EDUCATION, REQUIRE THE UTILIZATION AND COORDINATION OF ALL EDUCATIONAL RESOURCES. SUCH COORDINATION SHOULD EMPHASIZE IMPROVED PROGRAM EFFECTIVENESS AND IMPROVED SERVICES TO THE PUBLIC WITHIN A CONTEXT OF FINANCIAL FEASIBILITY. ROLES AND MISSIONS FOR ALL SEGMENTS OF THE POSTSECONDARY EDUCATIONAL COMPLEX MUST BE DEFINED, AND THE PROGRAMS OFFERED MUST BE CONSISTENT WITH THESE ROLES.*

22. *Instruction, research, and public service are generally recognized as three complementary but distinct functions of postsecondary education. The emphasis placed on any one will vary among institutions, but the largest and most visible function in all institutions of education must be instruction, the dissemination of knowledge and skills.*

23. *Research and the dissemination of the findings of research are major concerns of postsecondary education. Research activities of a highly specialized and expensive nature should be concentrated for reasons of efficiency and economy. Scholarly research by students and faculty complementary to teaching and learning should be supported and encouraged.*

24. *The wide range of specialized education and training programs needed by society requires concentration and delegation of responsibilities based upon such factors as institutional type, location, existing strengths, facilities, and regional needs. The planning process must identify and coordinate the roles and missions of the various components of postsecondary education in Washington.*

25. *Institutional public service functions oriented to societal, community and regional needs should be encouraged, especially as such services relate to the learning-teaching activities of students and faculty. Adequate resources should be made available for these services.*

26. *While the vocational-technical schools, community colleges, public and private colleges and universities will continue to be responsible for a significant portion of the postsecondary educational offerings, the important role of the proprietary sector and of other specialized educational components should be formally recognized in planning and related to the total postsecondary education and training program needs of the state.*

27. *Problems of articulation between the elementary and secondary school systems and postsecondary education are more needful of resolution than ever before. Part of the solution may lie in the recognition that elementary and secondary education is the beginning of a series of educational experiences that continue through life; another part may lie in improved guidance and counseling at all levels to lessen the impact of transition from one learning endeavor to another.*

28. *An appropriate balance between the public and private baccalaureate-granting institutions that recognizes the contributions of private institutions as part of the structure of postsecondary education should be found. Within this context, emphasis should be placed upon the private institutions' role in enhancing diversity among educational opportunities in Washington.*

29. *Planning should continue to assess the needs of society for professional, paraprofessional, and technological services requiring trained personnel so that strong programs can be established and developed commensurate with emerging needs.*

30. *Educational services and opportunities for individuals should be integrated with the general cultural, social, civic, and business activities of the community.*

31. *Coordination must be thoughtfully pursued to build upon existing strengths and maintain diversity.*

ASSUMPTIONS FOR THIS PLANNING PROCESS

The Outlook

In keeping with the changing characteristics of society, new circumstances that must be considered are emerging. Among them is a variety of unstable relationships between social priorities and growth ethics. The adequacy and appropriateness of society's goals and institutions are undergoing challenge and re-evaluation. Postsecondary education is one of the categories enmeshed in these changes. The situation is polarized: postsecondary education can either view the changes as an opportunity or it can accentuate persisting problems through a failure to positively accept new responsibilities. The choice is crucial: social and economic change can be accommodated, guided, or opposed. It is clear there is only one alternative. This is to understand these changes and carefully--and unambiguously--develop clear responses.

In Washington, as in the rest of the nation, the rapid growth of enrollments of the 1960's has ended for most institutions and is likely to stabilize in the next few years for others. At the present time, virtually all indicators suggest that most sectors of postsecondary education will soon be entering a period of stability, marked by gradual increase, and the emphasis during the remainder of this decade should be on adjustment and adaptability in anticipation of different times ahead.

Social and Technological Change

Until now, and certainly during recent decades, change in postsecondary education had the appearance of Golden Age growth; a condition in which a number of factors came together in a mutually accommodating manner to produce both an apparently insatiable demand for participation and a willingness to support and meet this demand through the extension of social priorities to collegiate education by both the federal and state governments. These events were fortuitous, in the sense that they were unplanned, and they were fortunate, in that the changes they produced were generally beneficial. Any analysis that now assumes the future will be a simplistic continuation of the past will fail to pay heed to the obvious forces certain to influence postsecondary education during the next several decades.*

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*Dresch, Stephen P., "A Critique of Planning Models for Postsecondary Education: Current Feasibility and Potential Relevance, and a Prospectus for Further Research," Yale University, (Mimio), 12/74, pp. 9-12.

Fluctuations in the fortunes of postsecondary education since 1920 have come in response to important social and technological changes in our society. Chief among these was the change in the nature of employment from labor-intensive to education-intensive occupations. A second major influence was the swing in the birthrate; specifically the severely depressed birthrates of the 1920's and 1930's and the subsequent explosion in births after World War II, succeeded in turn, by a steady decline in the fertility rate in the 1960's to near zero population growth in the early 1970's.

The Great Depression and World War II served to defer economic adjustments begun at the turn of the century, specifically the graduated shift from labor-intensive to education-intensive employment. The postwar legacy was an accumulated disparity between the supply of and the demand for educated manpower (a disparity recognized in part by the Federal Government through the G.I. Bill and subsequent higher education enactments). However, the release of pent-up interest in highly educated labor following the war occurred just as the pool of 18-24 year olds began to contract, reflecting the decline in fertility rates accompanying the Depression years of the late 20's and 30's and creating a major excess demand for educated labor, a demand that could not be immediately accommodated. This condition persisted through the 1950's and the early 1960's, stimulating the market for college graduates.

The resultant positive employment outlook for persons with a college education contributed to a general increase in the college attendance rate of 18-24 year olds, drawing upward the proportions of college-attendees in successive wanes of this age group (the collegiate attendance rate increased from 9.1 percent in 1940, to 20.5 percent in 1960, and 30.6 percent by 1970*). This increase resulted from the demands of young people, who saw a college education as a means to rewarding employment, and from public policies aimed at augmenting the supply of educational opportunities (e.g., facility expansion, the community college movement, student financial aid programs, etc.), such policies themselves a response to societal requirements for college-trained persons.

As these age cohorts began to reflect the postwar expansion of births in the 1960's, the increases in numbers of persons participating in higher education became disproportionate to the societal demand for college-trained persons, resulting in numbers of educated persons in excess of employment opportunities. The expanding pools of 18-24 year olds, each with increasing proportions of college-attendees, began to flood the employment market, leading to the present situation, with the market for college-educated labor approaching saturation in some fields**. Significantly, the college-educated proportion of the adult population (over age 25) rose from 4.6 percent in 1940, to 6 percent in 1950, to to 7.7 percent in 1960, and to 11 percent in 1970. If current predictions hold firm it will rise to 16 percent by 1980*. If other predictions hold firm, these changes will occur in a period of stability in the employment market**.

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*Dresch, op. cit. p. 11.

**Dresch, op. cit., p. 11.

As the labor market for college educated persons stabilizes or declines, the economic benefits associated with a college education will diminish, in turn stimulating a decline in the college attendance, particularly after 1980. If past patterns prevail, these declines will be the result not only of a lessening of individual economic incentives to attend college, but also of a contraction of public demand for higher education and a resultant lessening of the high priority it has enjoyed***.

NATIONAL POPULATION CHARACTERISTICS

As noted earlier, recent years have shown steady decreases in the general fertility rate (Figure 1). These rates are nearing the level of zero population growth nationally, and have dropped below it in Washington (presently the fertility rate in Washington is about 61.0 births per 1,000 women, which is considerably below that required for population replacement--78.0 births per 1,000 women). This may change, but regardless of changes in this rate in the future, it is the fertility rate of the recent past and the present that will exert a major influence on postsecondary education over the next 20 years****.

For the present, postsecondary education is experiencing the last shock wave of the birth explosion that followed World War II. But in terms of future implications, live births in the United States have declined from a high of 4.3 million in 1961 to a little over 3 million in 1973 (Figure 2). A decade from now, perhaps sooner, the impact of live birth decreases will be felt in the postsecondary sector, particularly by the institutions that serve the 18-24 age group.

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*According to Newsweek Magazine (March 17, 1975) pg. 79, "The disillusionment (about employment) is...as bitter for college graduates, emerging after years of study into an economy that doesn't need them. Discounting for inflation, starting salaries for graduates last year averaged 15 to 20 percent less than the level of 5 years ago. And that may reflect a permanent glut in the labor market..."

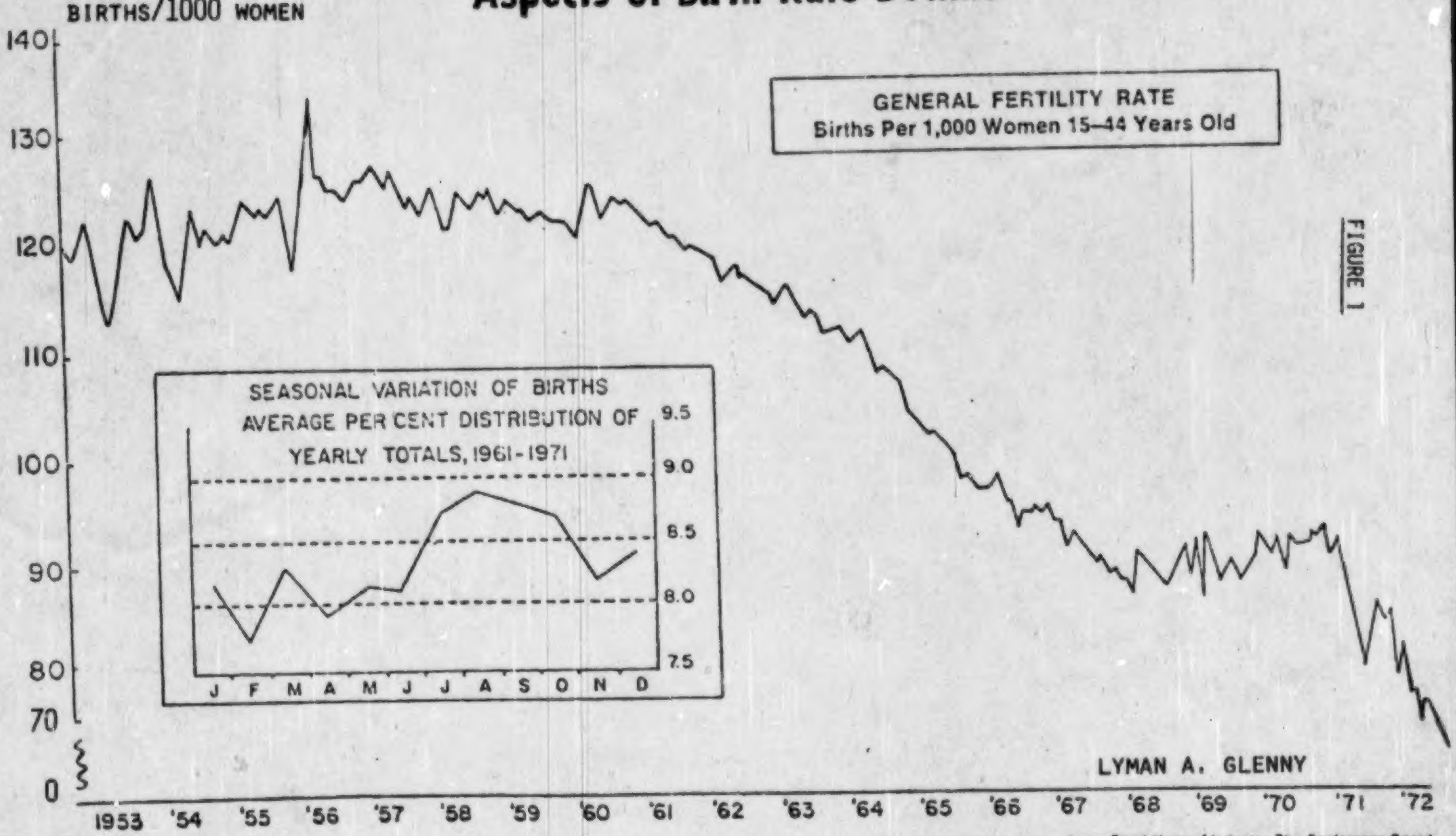
**Dresch, op. cit., p. 11.

***e.g., Dr. Richard Freeman, Economist, Harvard University, "The New Depression in the College Job Market: How Long Will It Last?" Speech, delivered at Massachusetts Institute of Technology, May, 1975.

****Boulding, K.E., "The Management of Decline," Address to Convocation of the University of the State of New York, September 20, 1974.

FIGURE 1

Aspects of Birth Rate Decline

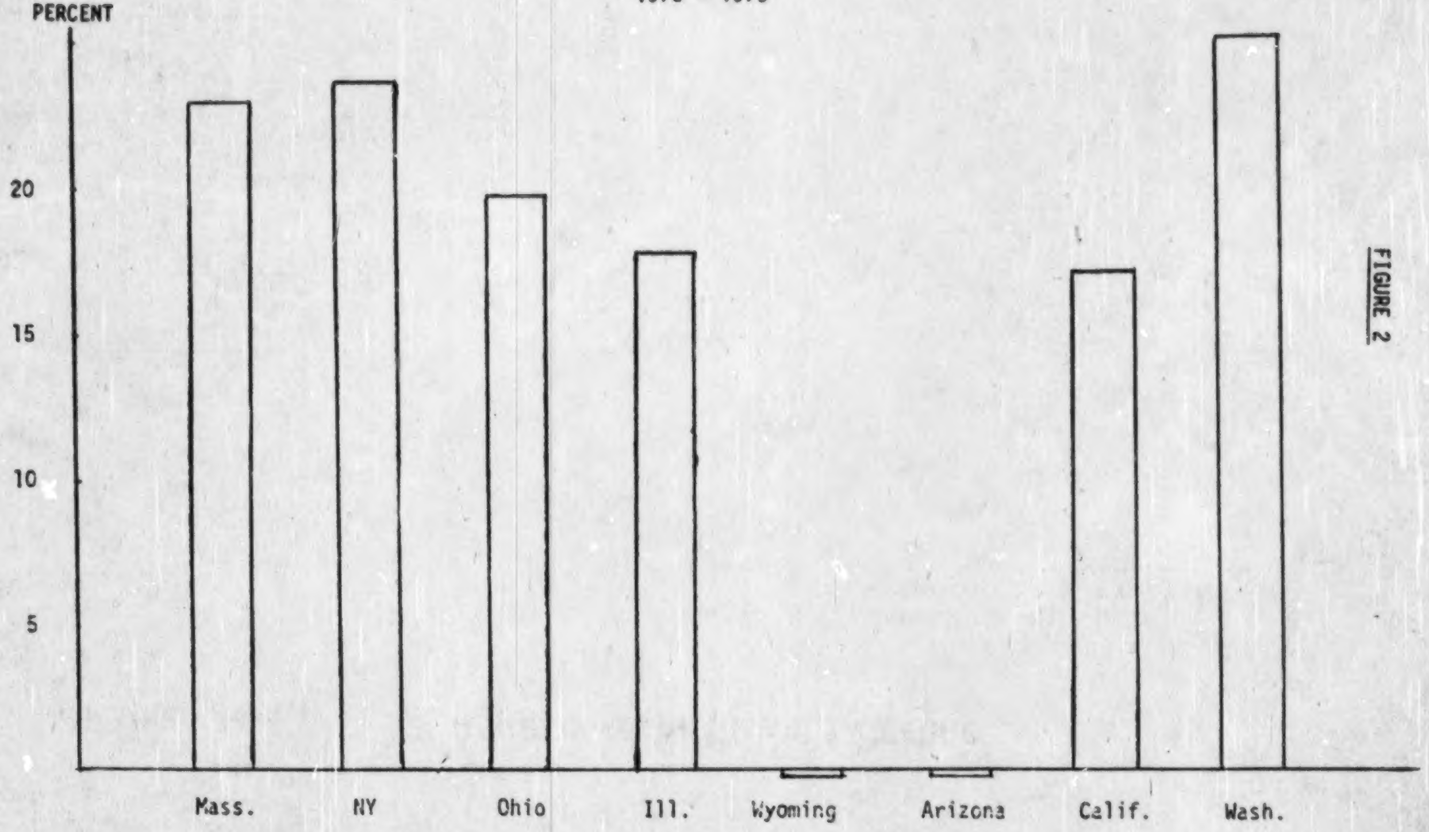


LYMAN A. GLENNY

from: *Road Maps of Industry*, The Conference Board. Sept. 1, 1972.

FIGURE 2

PERCENT DROP IN LIVE BIRTHS
1970 - 1973



Source: Glenny, L.A., Center for Research and Development in Higher Education, Berkeley, California.

The phenomenon of reduced live births does not appear to be a temporary condition. Rather, it promises to continue as a result of new attitudes toward families and child-bearing, new attitudes which have been easily accommodated through birth control technology. If the pattern persists, the country will reach zero population growth early in the next century. This advent, coupled with increased life expectancy, will lead to a population of an older average age, with significantly greater numbers of older people than at present, and proportionately fewer young people.

In the short run, national demographic patterns show the size of the 18-21 age group peaking in 1980, dropping to 1972 levels in 1984, to 1969 levels in 1988, and to 1965 levels in 1991 (Figure 3). Stated numerically, in 1970 there were 14.6 million, an increase of 1 million over the 3 year period. The number should continue upward to about 16.8 million in 1980 and then drop rapidly. By 1984 the number will be 15.6 million, the same as the fall of 1973. By 1991 the number should be around 13 million, the same as in the mid-1960's*.

During the 1960's, both the percentage of persons completing high school and the percentage of those going on into postsecondary education increased. During the 1970's, however, the attendance rate dropped, and the rate of 1973 was equal to that of 1962, with about half of all high school graduates and about 34 percent of the 18-21 age group attending college (Figure 4).

Whether such declining participation rates will continue at the national level is speculative. There is some evidence that lack of employment opportunities has an effect on the retention rates for high schools, creating larger graduating classes. This may occur, and persist through the transitional stage into postsecondary education, but it is an early phenomenon not yet assessed. Those who are beginning to monitor it suggest the effect will be felt strongly in vocational programs, with increasing numbers of high school graduates entering postsecondary education specifically interested in training for employment.

WASHINGTON POPULATION CHARACTERISTICS

To a great extent, these national observations are applicable to the specific case of Washington, but there are important additional factors that must be weighed. Since statehood was acquired, Washington's population has shown an increase each decade, though these increases

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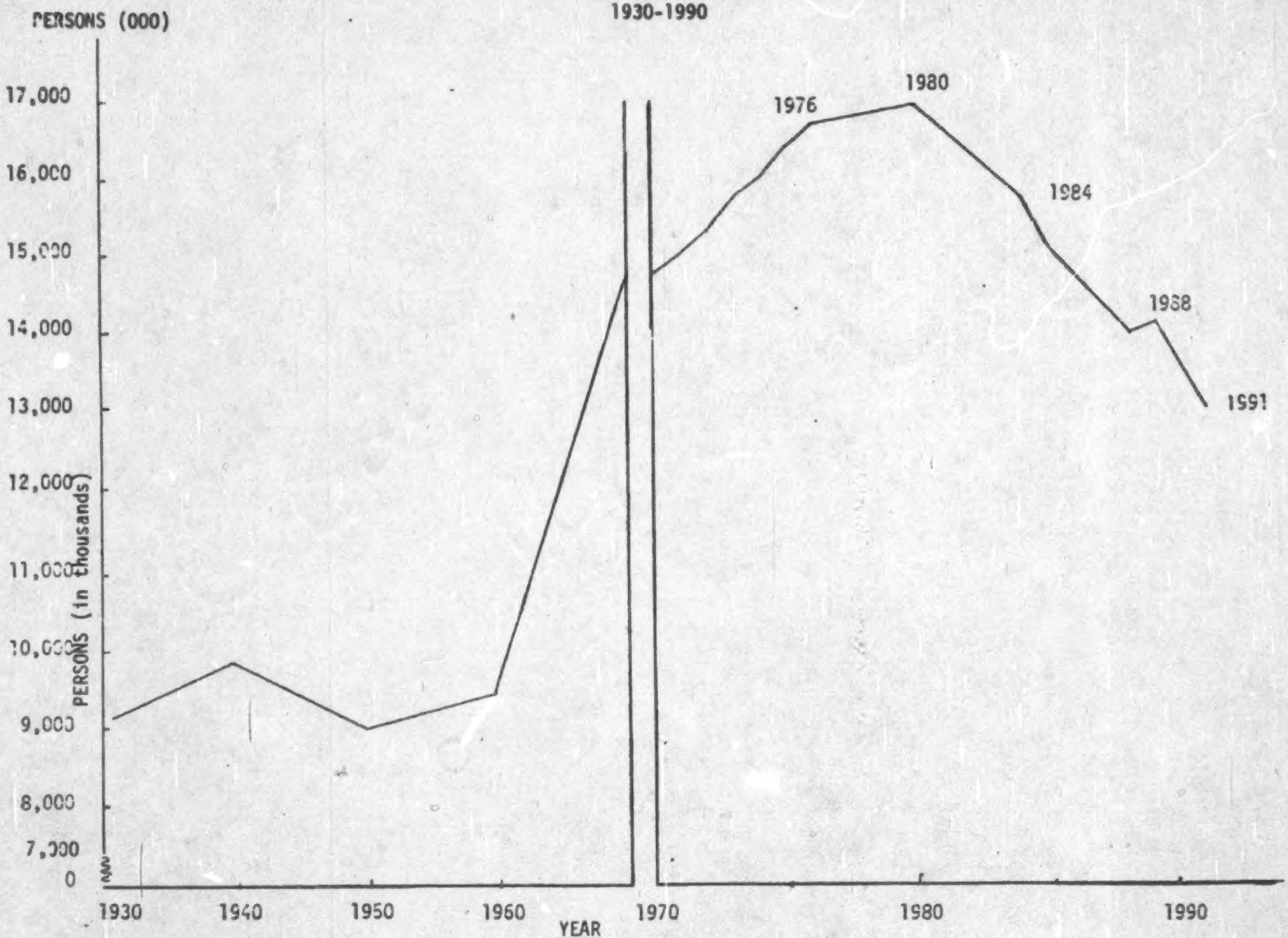
*Glenny. L.A., "The New Environment for State Planning and Coordination of Higher Education," Berkeley, October, 1974, p. 9.

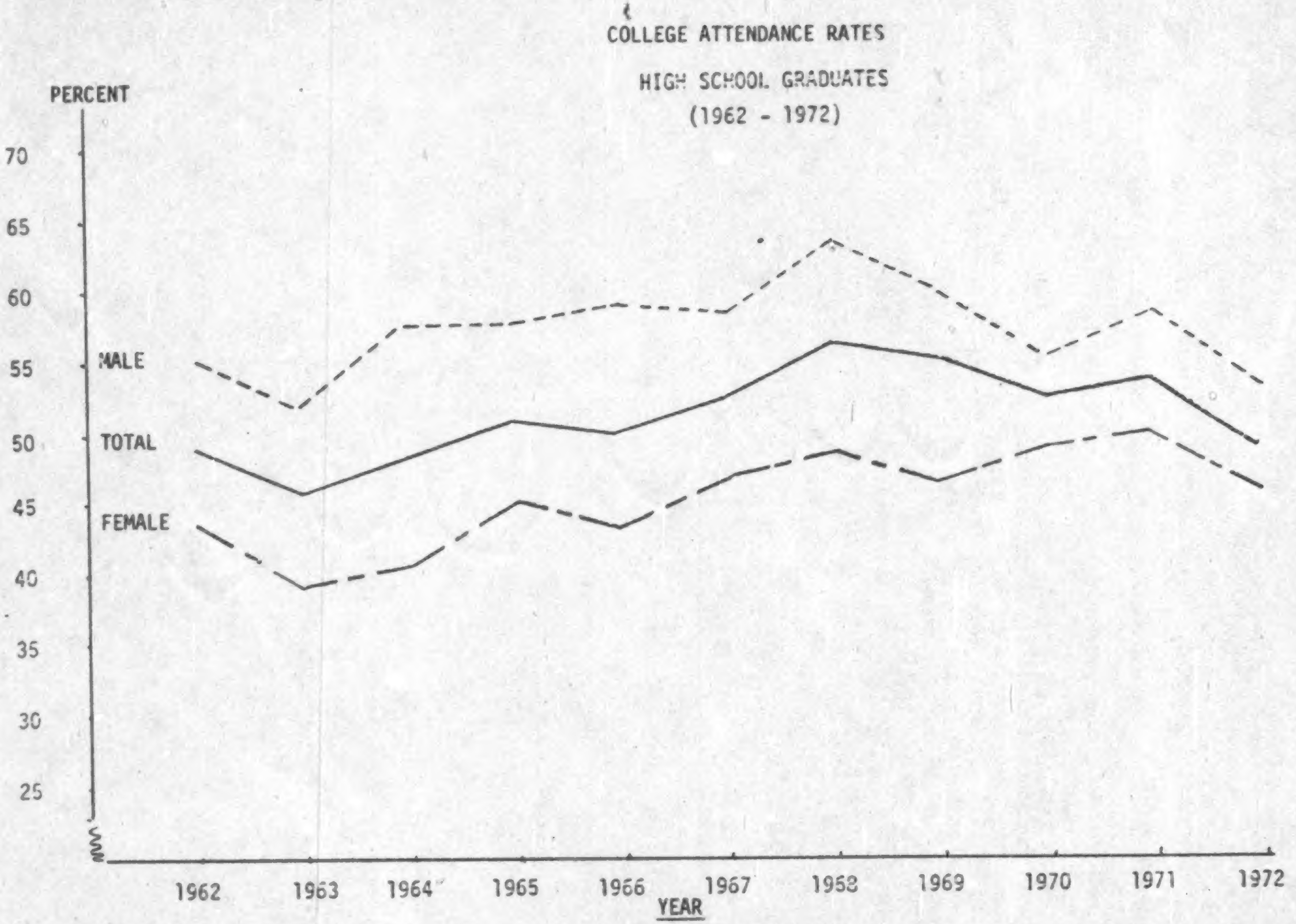
FIGURE 3

PERSONS 18-21 YEARS OLD
UNITED STATES
1930-1990



Sources: Bureau of Census, 1930-1988, U.S. Public Health Service, 1988-1991.

FIGURE 4



COLLEGE ATTENDANCE RATES

HIGH SCHOOL GRADUATES

(1962 - 1972)

Source: U.S. Department of Labor, THE HIGH SCHOOL CLASS OF 1972.
Special Report 155, 1972.

have not occurred at a constant rate. Recent decades, in particular, have revealed remarkable increases. During the decade of the 1940's, the state's population increased 37 percent. This increase was largely a manifestation of the state's prominent role in the wartime economy. Important, though smaller, increases occurred during the next 2 decades: the population increased 19.9 percent and 19.6 percent, respectively, during the 1950's and the 1960's.

Continued growth during the 1970's is expected, but this is likely to be at a rate below that of the 1960's. The present population of the state (1974) is estimated at 3,448,100, an increase of less than 35,000 over that reported for 1970. Were the population to continue growing at this low rate, the cumulative increase during the 1970's would be less than 100,000; however, this is not anticipated. The causes of the low growth rate, negative migration patterns during the years 1970-1973 and continued annual declines in natural increases (births over deaths) after 1971 are expected to abate. A return to positive net migration after 1974, and increases in the number of births beyond replacement, are expected to produce a net increase of 282,000 persons during the decade, or an increase of about 8 percent over the 1970 figure.

In more specific terms, the following population figures are projected for the state for the remaining years of the decade*:

1975:	3,481,200
1976:	3,517,800
1977:	3,558,800
1978:	3,601,400
1979:	3,646,200
1980:	3,695,200

Assumptions that underlie these projections are apparent in the following figures which identify changes affecting growth**:

	BIRTHS	DEATHS	NET MIGRATION	CHANGE
1975***:	52,300	31,700	19,600	+36,000
1976:	54,900	32,600	18,000	+40,300
1977:	56,700	32,900	19,500	+43,400
1978:	58,300	33,500	20,000	+44,800
1979:	61,200	33,700	21,500	+49,000
1980:	62,200	34,300	23,500	+51,400
1981:	64,900	34,700	23,000	+53,200

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*Office of Program Planning and Fiscal Management: Years refer to fiscal years.

**Ibid.

***Office of Program Planning and Fiscal Management.

Several factors influence population change in Washington. The declining fertility rate was mentioned earlier. This decline is attributed to trends away from early marriage and childbearing: 71 percent of the women born in 1935-39 had a first child before they were 24 years of age; this compares with 57 percent for women born during 1945-49. However, the large number of people born in the 1940's and 1950's, now of childbearing age, will keep annual births in this state above 45,000 even if these low fertility rates continue. Accordingly, it is expected that the state's population will grow through 1990, even if there is no increase due to migration. This is apparent in the figures contained on Table 1. Because of the obvious uncertainties associated with such long-range population forecasting, low, medium, and high projections are identified*.

All three projections for the 1980's reveal general declines in the rate of increase, or in the net change, during the second half of the 1980's. For the low and medium projections, after 1985 the annual net change will be less than that projected for 1982. For the high projection, the net change in 1989 will be higher than that of 1982, but lower than that anticipated for 1985. The rate of growth during the 1980's will approximate the 8 percent projected for the current decade, a rate itself considerably below that of the last decade.

These projections, and the resultant assumption that the state's population will approximate 4,000,000 in 1990, permit description of the growth curve contained in Figure 5. The moderate growth curve is compounded of roughly two parts natural increase and one part immigration. The population is projected to increase by about 17 percent between 1974 and the end of the century.

An additional observation of particular import for postsecondary education is that the age distribution within the state's population is changing. The percentage of the total population represented by the 18-24 age cohort should remain fairly constant at 13 percent through 1980. After that, however, it will begin to decline to 11.7 percent in 1985 and then to 10 percent in 1990. Conversely, the proportion represented by persons over 25 will increase from 56 percent to 58 percent between 1975 and 1980, and then increase further to 61.3 percent in 1985, rising to 63.0 percent in 1990. The pattern of change is represented on Figure 6 (the specific numerical projections are contained on Table 2). The point of this is that the average age of the general population is increasing. This will continue until about the mid-1990's when it will be mitigated somewhat by increases in the sizes of the very young age cohorts.

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*Office of Program Planning and Fiscal Management

TABLE 1

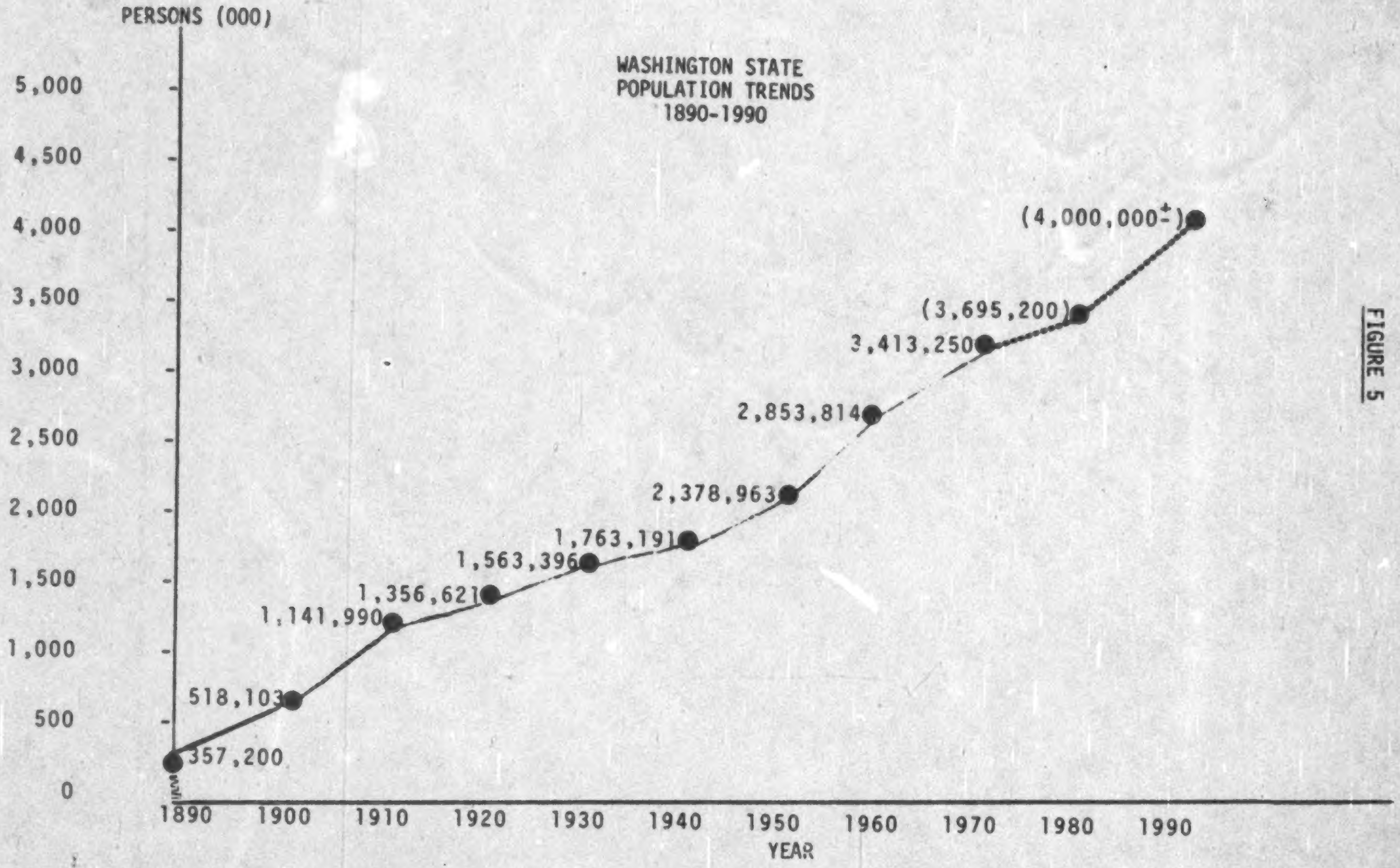
Population Projections
Washington State
1982-1989

	LOW				MEDIUM				HIGH			
	Births	Deaths	Migration	Change	Births	Deaths	Migration	Change	Births	Deaths	Migration	Change
1982:*	67,200	35,000	10,000	+42,200	67,400	35,100	20,000	+52,300	67,400	35,100	20,000	+52,300
1983:	67,900	35,500	10,000	+42,400	68,100	35,600	20,000	+52,500	68,100	35,600	20,000	+52,500
1984:	68,400	36,000	10,000	+42,400	68,600	36,100	20,000	+52,500	68,600	36,100	20,000	+52,500
1985:	68,500	36,500	10,000	+42,000	68,700	36,600	20,000	+52,100	69,000	36,800	35,000	+67,200
1986:	68,400	37,000	10,000	+41,400	68,600	37,100	20,000	+51,500	68,800	37,300	35,000	+66,500
1987:	67,700	37,500	10,000	+40,200	67,800	37,600	20,000	+50,200	68,100	37,800	35,000	+65,300
1988:	66,800	38,000	10,000	+38,800	67,000	38,100	20,000	+48,900	67,300	38,300	35,000	+64,000
1989:	66,100	38,800	10,000	+37,300	66,300	38,900	20,000	+47,400	66,600	39,100	35,000	+62,500
NET CHANGE TOTALS:		289,200 (7.8%)				407,400 (11.0%)				482,800 (13.0%)		
		(3,984,400)				(4,102,600)				(4,178,800)		

*Fiscal Years

Source: OPP&FM Population Studies Division.

FIGURE 5

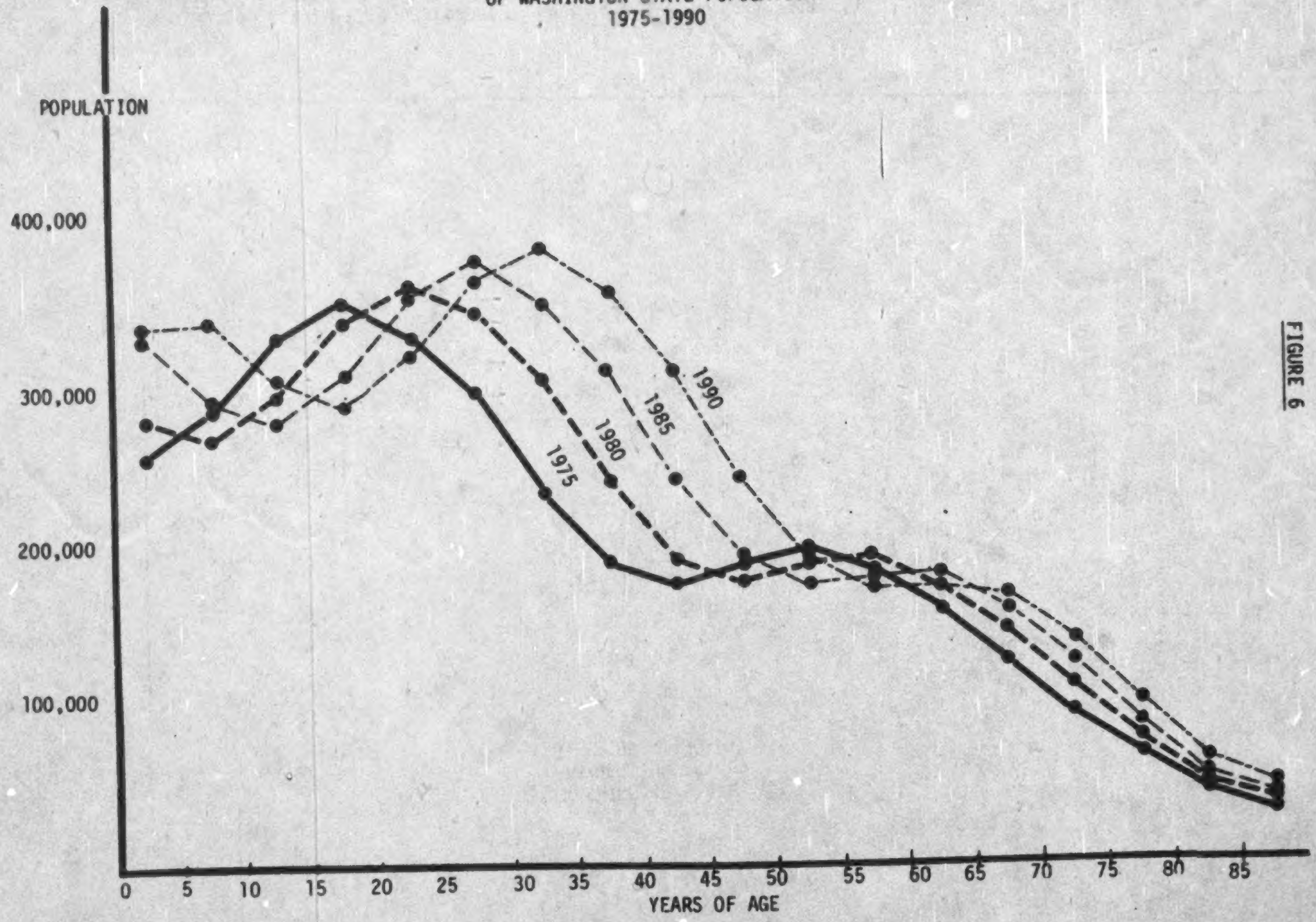


WASHINGTON STATE
POPULATION TRENDS
1890-1990

Source: Washington State Office of Program Planning and Fiscal Management, Population Studies Division, 1975.

FIGURE 6

AGE DISTRIBUTION BY FIVE-YEAR AGE COHORTS
OF WASHINGTON STATE POPULATION
1975-1990



1975 ————, 1980 - - - - -, 1985 — · — · —, and 1990 — · — · — ·

Source: State of Washington Office of Program Planning and Fiscal Management, Population Studies Division.

TABLE 2

WASHINGTON POPULATION
SELECTED BY AGE COHORTS
1975-1990

Age Cohorts	1975	1980	1975-1980 Percent Change	1985	1980-1985 Percent Change	1990	1985-1990 Percent Change	Total Percent Change
18-24 (Traditional College Age) . .	464,300	490,480	5.6	466,220	-4.3	423,620	-9.1	-8.8
18-29	754,700	828,980	9.8	837,320	1.0	7[illegible]3,120	-6.5	3.8
30-49	772,500	892,200	15.5	1,074,000	20.4	1,270,400	18.3	64.4
25 and over	1,951,000	2,176,200	11.5	2,429,100	9.3	2,655,400	9.3	36.1
30 and over	1,660,600	1,837,700	10.6	2,058,000	12.0	2,295,900	11.6	38.2

Source: Washington State Office of Program Planning and Fiscal Management, Population Studies Division

ENROLLMENT ESTIMATES

Translating population projections (the development of which is a less than exact science) into enrollments is a process fraught with uncertainty. The correlation between the two is confounded by participation rates, and again, these appear to be changing both generally and selectively, with some evidence of a fall-off in participation among those aged 20 years and under and increases among those over 21 years, particularly those above age 30. These changes are very important, and they need to be monitored carefully. At the same time, the most significant pool of potential college attendees by virtually any measure is the pool of recent high school graduates. Any speculation about future postsecondary enrollments will have to begin here.

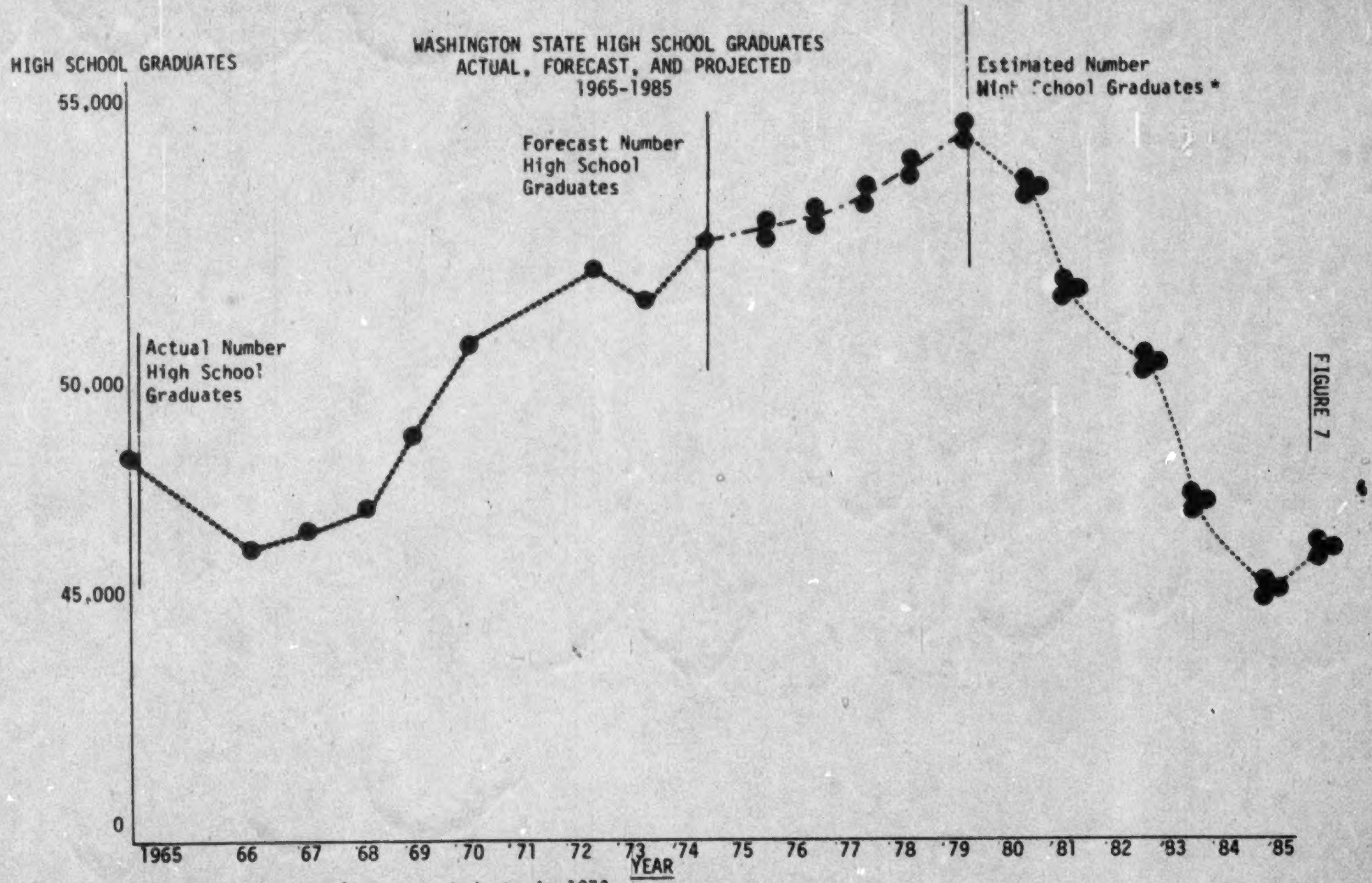
An examination of high school graduate projections (Figure 7) suggests something of the magnitude of the situation. The rapid growth in the number of Washington high school graduates during the latter part of the 1960's is seen to moderate to about 0.7 percent per year in the early part of the 1970's, and is projected to continue at about one percent per year for the remainder of this decade. The graduating class of 1979 will represent the largest ever in the common school system of Washington. On the basis of the relative size of the grade cohorts following it, 1979 may well prove to be the largest graduating class for some years to come.

Estimates of the numbers of graduating seniors for the first half of the 1980's are based on the relative sizes of the grade cohorts in 1973. This first-order estimate does not take into consideration migration, attrition, or changed socio-economic conditions, but it indicates the strong likelihood of rapid decline (about 3 percent per year) in the number of traditional-age college persons during the first half of the 1980's. The outlook beyond that period may be inferred from the decreasing size of grade-cohorts apparent on Figure 8. The first-grade cohort identified on this figure will be of college-age in 1985.

If one takes general population projections by age cohort and applies to them information on current participation rates by type of institution, enrollment projections can be derived. These enrollment projections are conservative in the sense that they rest on the assumption that the clientele for postsecondary education will not change through 1990.

FIGURE 7

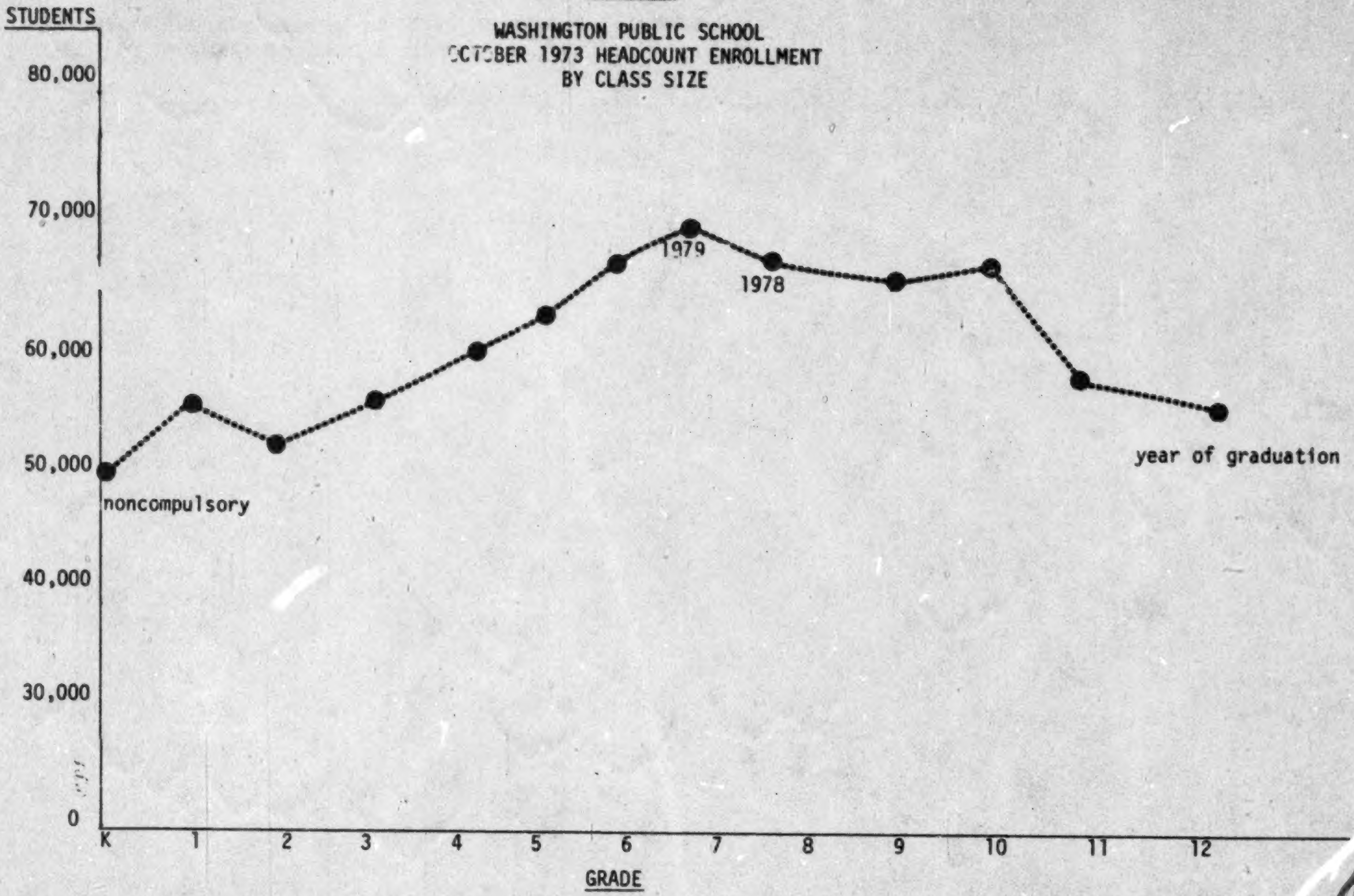
WASHINGTON STATE HIGH SCHOOL GRADUATES
ACTUAL, FORECAST, AND PROJECTED
1965-1985



*Based on entering elementry students in 1973
Source: Actual, OPP&FM; Forecast, OPP&FM; Projected, CHE.

Figure 8

WASHINGTON PUBLIC SCHOOL
OCTOBER 1973 HEADCOUNT ENROLLMENT
BY CLASS SIZE



Source: Office of Program Planning and Fiscal Management, Population Studies Division, 1974.

*The graduating class of 1979 (the 7th grade class or 1973) should prove to be the largest graduating class through 1985.

In the context of this assumption, the following enrollment projections can be developed*:

PUBLIC COLLEGES AND UNIVERSITIES

	18-24	25 & Over	Age Not Indicated	Total	% Change
1980:	56,104	23,447	342	79,893	+7.2%
1985:	53,692	26,167	342	80,201	+0.4%
1990:	48,806	28,601	342	77,749	-3.0%

(PERCENT CHANGE 1975-1990 +4.4%)

PRIVATE COLLEGES AND UNIVERSITIES

1980:	15,463	7,333	301	23,070	+7.3%
1985:	14,772	8,184	301	23,257	+0.8%
1990:	13,428	8,945	301	22,674	-2.5%

(PERCENT CHANGE 1975-1990 +5.5%)

COMMUNITY COLLEGES

1980:	69,013	73,358	10,268	152,639	+7.9%
1985:	67,045	81,868	10,268	159,181	+4.3%
1990:	60,944	89,482	10,268	160,694	+1.0%

(PERCENT CHANGE 1975-1990 +13.6%)

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*Higher Education Enrollment Projection data base. As reported to Washington State Office of Program Planning and Fiscal Management, Population Studies Division.

Again, these projections are derived from an uncritical extrapolation of current patterns, and, in that they do not reflect underlying changes that may be occurring, they are conservative. When viewed in concert with other projections, those developed by the Office of Program Planning and Fiscal Management, a range can be defined.

The projections developed by OPP&FM are based on an assumption that emerging patterns of changing participation will continue. These projections are as follows*:

	1974	1980	% Change	1990	% Change
State Colleges & Universities:	72,563	80,000	(10.2)	86,000	(7.5)
Private Colleges & Universities:	22,550	25,000	(10.9)	27,000	(8.0)
Community Colleges:	134,150	150,000	(11.8)	175,000	(16.7)
TOTAL:	229,263	255,000	(11.2)	288,000	(12.9)

An enrollment projection curve based on these estimates is shown on Figure 9.

With respect to the common schools, OPP&FM estimates that enrollments in grades 1-12 can be expected to decline through the early 1980's to about 669,000. Beginning in the first grade in the early 1980's, the entering age cohort's size will increase, probably adding over 100,000 students to the common school system by the early 1990's.

Until now the narrative has emphasized economic factors and demographics as they have influenced postsecondary education in the past. Historically, enrollments in postsecondary education have persistently tended upward. Growth has resulted both from population increases and from rising percentages of people choosing to attend. This growth, as noted earlier, has not followed a smooth curve. The present pause in enrollment growth is not the first experienced in the nation. It may be asked whether the current enrollment outlook is a temporary depression or if the nation is approaching a ceiling.

To a great extent, participation is related to supply--to the number and kinds of institutions to which entrance is available, the desirability and relevance of programs offered, convenience of times and places at which they are offered, admission requirements, tuition charges, availability of financial aid, ability to receive release time from work, and so on. Accordingly, demand for higher education is highly elastic, and its expansion correlates with the type of education offered and the terms on which it is offered.

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*Walker, John R. "Future Enrollment Outlook," Washington State Office of Program Planning and Fiscal Management, February, 1975.

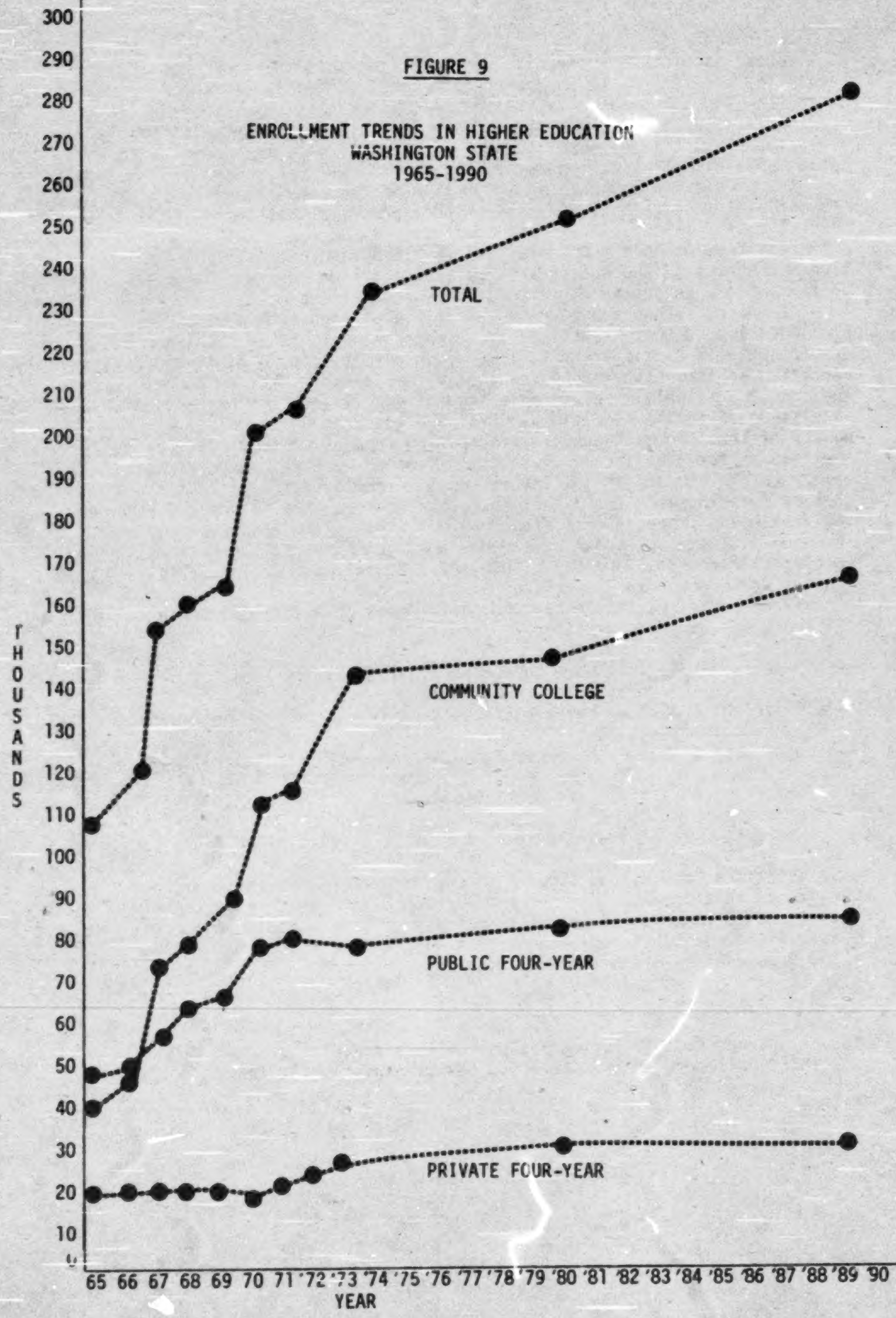

FIGURE 9

ENROLLMENT TRENDS IN HIGHER EDUCATION
WASHINGTON STATE
1965-1990

Source: Washington State Office of Program Planning and Fiscal Management, Population Studies Division

Recognition of this propels the discussion into the public policy area: the decision as to an appropriate level of supply (to which demand can adjust) is a policy matter. To illustrate this, the participation rate in Washington postsecondary education would be considerably below the present level were it not for a conscious policy decision to establish a community college system.

Any prediction based on an assumption of the provision only of conventional institutions and conventional programs that appeal to bright, mostly male, upper-income students will be a prediction much different from one based on an assumption involving diversified educational programs in and out of a variety of institutions, with a number of student aid programs, at comparatively low student costs.

Moreover, if the age range to which higher education applies is broadened beyond that traditionally accepted (and it is broadening) the prediction will be different still. Women participate in postsecondary education in this state and elsewhere in considerably smaller numbers than men. Similarly, the preponderance of enrollments is comprised of male students in the traditional 18-24 age grouping. The relative number of low income students participating remains considerably below the figures for high income students. If women were to attend at the same rate as men, and if low income people were to participate at the same rate as those in the higher income categories, the national enrollment would probably increase by 6 to 7 million*. If persons beyond the usual college age began attending in larger numbers, the national enrollment rates could probably double**. Roughly proportionate increases would occur in Washington.

If one examines the educational attainment of Washington State citizens, age 25 years or older--

--18.9 percent (332,474) have completed eighth grade or less;

--36.5 percent (666,714) have completed less than a high school education;

--14.5 percent (265,140) have completed less than 3 years of college;

--14.5 percent (121,473) have completed 4 years of college;

--6.1 percent (110,819) have completed 5 or more years of college

--in vocational education, about 1 person in 3 completes the training. Of those that do, about 10 percent have an eighth grade education or less, 15 percent have had 1 to 3 years of high school, 46 percent have finished high school, 20 percent have 1 to 3 years of college, and 9 percent have finished college.

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*Bowen, Howard R., "The Effective Use of Financial Resources," 1974 National Conference on Trusteeship, New Orleans, April, 1974.

**Idem.

In view of these figures, enrollment growth cannot be solely predicated upon a direct extrapolation of historical statistical trends. Ideally it should be based upon a conscious policy directed to getting the maximum out of the resources the state has to invest in higher education*.

The manner in which this matter is addressed is important. With the conventional student market declining, a tendency toward over-responsiveness (educational faddism and lowered standards) could result. A reasoned approach, one in which excellence is not viewed as simply limiting enrollments to select students, but as providing varied kinds of education relevant and helpful to persons of varied backgrounds, abilities, and aspirations, is necessary. Viewed in this context, excellence encompasses the compatible tasks of helping people of low ability to develop their abilities to the fullest and providing capable and highly motivated persons a liberal or professional education of high quality.

SUMMARY AND ASSUMPTIONS

All major demographic indicators suggest that the nation and the state are entering a period of population stability. The continuing impact of the large number of births that occurred in the postwar years accounts for residual population increases. These general increases, however, are ending. The decline in births that began in the 1960's, and which carries through to the present, is now felt in the elementary schools and will be felt in postsecondary education within the next decade. In Washington, continued population growth is anticipated, but this is likely to occur at a rate considerably reduced from that of the 1960's.

The task of translating population data into enrollment projections is fraught with various uncertainties associated with participation. With respect to postsecondary education's largest single source of enrollment supply, the high school graduate, the graduating class of 1979 may prove to be the largest for some years to come. A rapid decline in the number of traditional-age college entrants is anticipated for the years immediately following. In the early 1980's, common school enrollments will begin to increase once more, adding a considerable number of students to that system by the early 1990's, students who are expected, in turn, to increase enrollments in postsecondary education during the latter part of that decade. Projections for postsecondary education in this state tend in general to substantiate the Carnegie Commission's anticipation of a national enrollment increasing at half the rate of the 1960's during the 1970's, not increasing during the 1980's, and increasing one-third during the 1990's.

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*Walker, J.R., "Future Enrollment Outlook," Office of Program Planning and Fiscal Management, February, 1975.

Such projections are based on hard data: numbers of people already born. There are, however, softer factors that must be considered. One such factor is the level of immigration to the state. It is reasonable to assume that immigration will continue to be positive during the next several years, but the size of each annual increment is a matter of speculation. Another factor is possible adjustments in attendance patterns. There has been a general decline in participation among college-age youths, particularly white males, during recent years. The participation rate of white females has also declined. The reasons are conjectural: those given usually concern disillusionment with a college education, lack of employment upon graduation, irrelevant programs, high costs, etc. To some extent these declines have been mitigated by increased participation among low-income students, minorities, and persons above the traditional college age. In view of current social and demographic trends, these important elements of the population could have a significant future impact upon postsecondary education enrollments, especially if institutions develop strong positive approaches to addressing their needs.

There is still another soft element in the participation rate that requires consideration. The current unemployment situation appears to be having an early impact on retention rates in high schools in some states. Unable to find employment by dropping out of high school, more and more students may be induced to continue through to graduation. Whether or not these students will then continue into postsecondary education is not clear. One estimate is that the unemployment situation will force an increase of five percent in the postsecondary participation rate over the remainder of the decade*.

Whatever else, the state, while maintaining a high general education level among its population (the overall median school years completed among persons 25 or over in this state is 12.4 years, the second highest in the nation), has far from exhausted its role in education. Nearly 20 percent of the population has completed less than the eighth grade. Only half of the residents have a high school education. Only about 20 percent of the population has completed college or engaged in postgraduate work.

The degree to which people in formerly-peripheral educational categories are reached, or the extent to which they affect the participation rate, is dependent upon public educational policy. The thrust of this report calls toward positive public policies to meet such educational needs.

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*Dresch, op. cit. Also, Gordon, Margaret S., ed., Higher Education and the Labor Market, McGraw-Hill, p. 5. Ms. Gordon notes that enrollments sagged during the Great Depression, but suggests this was primarily because of the general lack of financial resources. The implication is that with financial assistance the unfavorable employment market would have a different effect on participation in today's environment, again, largely because of the availability of financial assistance programs.

The conditions discussed in this narrative support the following general assumptions:

1. The total state population (1975--3.48 million) is expected to grow throughout the 1970's at a slower rate than that experienced during the 1960's. This moderate rate of population increase is expected to continue unevenly through the 1980's and 1990's, bringing the total population to approximately 4.0 million by the end of the century.

2. There will be a leveling off of enrollments in the common schools during the remainder of the 1970's, followed by a slight increase beginning in the mid-1980's. The decline in the 1970's will result from the decrease in births during the 1960's and early 1970's. This decline will affect postsecondary institutions throughout the 1980's.

3. Continued increases in enrollments in all segments of postsecondary education are anticipated for the remainder of the current decade, but these increases will be uneven and at a lesser rate than during the 1960's.

4. In view of the current economic situation, the participation rate during the years immediately ahead is uncertain. The trend toward stopping-out may alleviate during the second half of this decade as pressures in the employment market force people to stay in school. This phenomenon may be most immediately felt in the vocationally-oriented community college programs, vocational-technical institutes, and proprietary schools; however, virtually all postsecondary institutions may experience some of its impact.

5. General increases brought about by the employment market during the remainder of the current decade could create a "condition of misplaced concreteness," causing observers to believe they augur new trends, thereby generating pressures for increases in conventional education delivery systems. The general outlook for the 1980's, however, does not support such optimism. The remaining years of the 1970's provide an opportunity for program and delivery adjustments aimed at the new and more flexible role required as people seek more varied and distributed programs offered in a manner convenient to their needs. This opportunity should be seized.

6. While the short-range outlook is not particularly pessimistic, the long-range outlook, expecially during the 1980's, should be sobering. Much will depend upon the flexibility of the postsecondary educational segments in responding to changing participation patterns and in making adjustments to meet latent and residual educational needs.

7. Over the long run, the decrease in the proportion of total postsecondary enrollment represented by traditional college-age youth is expected to continue, but increases are likely to occur in enrollments among groups or populations previously not directly served by conventional education programs. The extent to which the latter offsets the former in large measure will be a function of supply.

8. The effects of the enrollment fall-off will be most directly felt in the public sector by the institutions in the middle, the state colleges, unless significant changes occur. In this state, the roles and program scope of the two state universities are sufficiently diversified, and their institutional reputations such, that these enrollment declines should not be felt by them for some time. The community colleges, with their geographic distribution, low tuition and fees, and diversified programs, also should not be as severely affected.

9. Enrollment dislocations within the state, with enrollment patterns affecting institutions unevenly, will create problems for those reallocating resources at the state level. Perhaps more important, fluctuations in enrollments among disciplines within the institutions will create problems for institutional decision-makers in the internal realloction of resources. At the national level, in conventional postsecondary education, the end of the 1960's and early 1970's saw substantially increased enrollments in the biological and health sciences, with drops in enrollments in engineering, physical and earth sciences, and education. Shifts such as these will force difficult decisions for administrators and faculties as they seek new instructors in expanding fields and ways to reduce faculty, tenured and untenured, in other fields. Accomplishing adjustments within an institution that may be steadily losing overall enrollment will be a major challenge. By the same token, internal adjustments in institutions operating with enrollment ceilings could prove no less difficult.

10. The past few years have brought declines in the percentage of total state revenue allocated to higher education in the western states; these declines have accorded generally with national patterns. Some have suggested that they reflect a shifting of priorities away from postsecondary education in the resource allocation process. Others attribute them to declining participation rates.

    Regardless of their stimulus, they are likely to persist. While the state will continue to support public higher education through general tax revenues, the demand for other state services will limit the funds available, and there will be continued emphasis on reduction in instructional costs, increased efficiency in the use of resources, and general accountability.

A basic premise of this report is that postsecondary education is too vital to the state and to the nation to permit it to atrophy for lack of nourishment. But it must also be recognized that there will not likely be adequate funds to fulfill all perceived social needs during the foreseeable future.

11. Given these informational elements, the keynote for the transitional period to which this report applies is one of adjustment and flexibility. The emphasis is on internal reallocations, on new programs requiring the elimination or consolidation of old, on internal reallocations of faculty resources, on new capital expansion only when modifications to existing structures cannot fulfill the need in an economically practical manner, and on search for ways to respond in a diverse and flexible manner.

TRANSLATING GOALS INTO RECOMMENDATIONS FOR ACTION

In considering the future of postsecondary education in Washington there may be a tendency to forget that this state's educational structure is highly developed. Many of the major problems confronting postsecondary education in other states, problems such as determining the need for new senior institutions, developing a system of community colleges, integrating the educational programs of different educational segments, extra-institutional review of new and existing programs, achieving free movement of students through the system, stimulating a high participation rate, providing vocational education opportunities, and so on, have been resolved, or are being resolved in this state. Washington community colleges exist in sufficient number, in terms of primary campuses, to accommodate the needs of residents of most major population centers. Similarly, in the public sector, at the senior institution level, the state currently maintains six state colleges and universities geographically dispersed within its borders. With the creation of The Evergreen State College in 1967, questions concerning the need for additional state colleges and universities were settled for a time.

The state has also made strides toward the realization of a coordinated system of postsecondary education. While further actions are suggested for the future in this report, the preliminary steps have been taken. The Council for Postsecondary Education was created as a coordinating agency by the state legislature in 1969. One alternative to a coordinating board would have been a statewide system of higher education with a centralized governance organization. Recently designated the state's postsecondary education planning commission ("1202 Commission"), the Council's planning functions will become increasingly comprehensive in terms of their relationship to all of postsecondary education. More directly, it is a fact that the Council was created, and that it exists. As such, the question of a statewide coordinating agency is settled and need not preoccupy current postsecondary education planning.

These accomplishments are noted here to illustrate that it is neither necessary nor desirable when forming a plan for Washington postsecondary education to start from scratch. Thus, a plan's substance can be most directly focused on remaining problem areas, and on issues likely to emerge as important in the years immediately ahead.

Problems identified as important in this report derive from the preceding goal statements and from the general assumption that the years to which the report applies may best be viewed as transitional, years in which postsecondary education searches for ways to adjust to various future uncertainties and to meet emerging and residual needs. Issues that appear likely to require attention during this period include the following:

1. Postsecondary education must prepare for probable and unaccustomed circumstances associated with declining numbers of traditional college-age youth, changing participation rates, and possible shifts in priorities of public spending.

2. The impact of these circumstances will not be evenly felt across the spectrum of postsecondary educational institutions. In the public sector, the state colleges in particular will bear much of the brunt. A major concern is the search for a distinctive role for these institutions.

3. Emergence of the concept of postsecondary education as a replacement for the concept of higher education complicates the nature of educational planning both by broadening its scope and by bringing into the range of planning concerns institutions which are independent of state funding and management. Both the application of the term postsecondary education and the educational needs of the citizens of this state require development of planning recommendations which will take account of non-public educational resources in a coordinated manner.

4. As part of this concern, the recommendations must address the future of private institutions of higher learning, and they must do so in a manner that is supportive while cognizant of requirements of public accountability.

5. Similarly, they must address the public vocational-technical institutes, institutions involved in endeavors that encompass both secondary and postsecondary education.

6. By the same token, they must take account of privately operated vocational schools, thus encompassing a sector that has not been heretofore addressed in higher educational planning.

7. A major emerging role for postsecondary education in Washington is that of relating to residual educational needs within the state's population. These needs must be determined and approaches to meeting them developed.

8. Approximately 80 percent of enrollments in Washington postsecondary education are accounted for by the public colleges and universities. Because of this, these institutions continue to represent the most significant element in comprehensive planning. Roles and missions for all postsecondary educational institutions, public and private, must be developed.

9. Since future resources for postsecondary education are finite, enhanced effectiveness, efficiency, and general accountability must be major themes. Related to this is an intensifying concern for better program coordination.

10. In view of the uncertain future, flexibility in delivery of educational services requires that further attention be directed to institutional resources, particularly faculty. Thus, faculty, tenure, incentives, retraining, and excellence must be considered.

11. In the context of the Council's basic goal of assuring access to postsecondary educational opportunities, admissions, transfers, student costs, student financial aid, guidance and counseling, and affirmative action are important continuing concerns.

12. Student access and program coordination also highlight the need for regional planning, both in terms of the Pacific Northwest region and geographical areas within the state.

13. Planning at the state level is most effective when it coincides with planning at the institutional level. Development of procedures for coordinating state and institutional planning is needed.

14. Since issues will change over time, a statewide planning process with the flexibility to adjust to such shifts is necessary. This requires definition of future planning cycles, procedures for periodic review of existing policy recommendations, and assessment of policy effectiveness.

15. Finally, a plan is little more than idle speculation if it lacks recommendations for implementation. Such recommendations must be provided.

This listing suggests the major topics considered in this report. They are discussed in the following sections that correspond with the goal categories of Responsiveness, Access, Diversity, and Coordination. The recommendations they engender translate the goals into operational actions.

Responsiveness

Inherent in the goal of Responsiveness is the need to (a) provide a range of program options, (b) achieve and maintain high program standards, (c) support program efforts with adequate financial resources and, (d) ensure utilization of such resources in a manner emphasizing efficiency, effectiveness, and public accountability.

1. Responding to Program Needs

a. Program Levels

At the Doctoral Level:

Production of doctoral degrees in Washington appears generally adequate to the state's needs in disciplines in which they are offered. In some fields the production appears to be excessive. In 1966, 359 doctoral degrees (excluding professional doctorates, e.g., Law, Medicine, Veterinary Medicine, Dentistry) were awarded by the University of Washington and Washington State University. During 1973-74, 538 doctorates were awarded in Washington. While this figure is below the maximum of 613 doctorates awarded in 1972-73, it represents a 50 percent increase since 1966. Should this growth continue, serious unemployment and underemployment could result. Historically about 60 percent of all doctorates have found employment in colleges and universities; now it is estimated that less than 25 percent will be employed in this manner during the next 20 years. These patterns, along with unstable federal support for research amd development, do not augur well for some doctoral programs during the next few years.

There are 102 doctoral programs in Washington's universities; thus, an average of 5.3 doctorates per program graduated in 1974. This is a higher per program average than many other states can claim (e.g., New York doctoral programs average about 2 graduates per year). Washington awards about 1.8 percent of the nation's doctorates annually.

By their very nature, doctoral programs are national in scope, and the mobility of graduates who complete doctoral programs is not limited by state boundaries (rather, there is a general attitude that institutions should not acquire excessively large numbers of graduates from within-state institutions). Though it is not necessary that each state have a complete set of doctoral program offerings, with few exceptions the doctoral programs presently offered in Washington comprise a range that is comprehensive. There is no need for additional doctoral-granting institutions, and there is only limited need for additional doctoral programs to be added to those which currently exist.

1. The Council for Postsecondary Education recommends that doctoral programs continue to be offered only within the University of Washington and Washington State University.

There is growing concern that doctoral programs are becoming increasingly specific in their application. The Council believes that trends should be in the opposite direction, toward more flexible doctoral programs. Instead of new doctoral degree designations in larger numbers of subfields, there should be more options for study within existing major areas. The Council will seek to limit the development of new, ever more specific doctoral programs, and will seek evidence of internal reallocation of resources when reviewing proposals for new programs. With this in mind, the Council calls upon the two universities to re-examine their doctoral program offerings and seek ways to make them more generally flexible.

2. The Council for Postsecondary Education will seek evidence of termination, consolidation, or other internal realignments in existing doctoral programs when it reviews proposals for new doctoral programs received after January 1, 1976.

3. The Council for Postsecondary Education recommends that the University of Washington and Washington State University re-examine their doctoral program offerings in search of ways to make them more flexible and to improve the preparation of candidates for college teaching and requests that they report the results of this evaluation to the Council by January 1, 1978.

Earlier Council statements, and particularly its guidelines for review of Doctor of Arts degree program proposals, are germane to these concerns. Both of Washington's public universities have been in the national forefront in developing the first new approach to doctoral education in many years: the Doctor of Arts degree. The Doctor of Arts (DA) focuses on preparation for careers in undergraduate teaching; it is practice oriented, as contrasted with the research orientation of most PhD programs; and it is offered primarily in the Arts, Humanities, Letters, and Sciences.

Although several years have passed since the DA was officially sanctioned nationally, and in spite of substantial injections of planning funds by the Carnegie Commission, the future of the DA in the United States is uncertain. In brief, advocates of the DA see it as an answer to problems associated with preparation for teaching at the college level (e.g., the PhD emphasis on research and concomitant lack of formal preparation for teaching); critics view it as side-stepping the basic issue, reform of the PhD.

After the initial burst of activity surrounding the DA degree in this state there was an apparent general decline of interest in the concept. Accordingly, a reassessment of the degree's future is in order.

Pending such reassessment, the Council policy involving the initiation of a limited number of test programs at the two universities accompanied by continuous evaluation and followed by a full review at the end of a specified period should continue.

4. The Council for Postsecondary Education recommends that the University of Washington and Washington State University undertake a reassessment of their Doctor of Arts programs and report their findings to it prior to January 1, 1978.

5. The Council for Postsecondary Education's guidelines on the Doctor of Arts degree should continue to describe the criteria applying to new DA proposals.

Most important for the future of doctoral education in Washington is the need to maintain high quality programs of research and instruction, and to develop both conventional and interdisciplinary programs in necessary fields. Coupled with this is the need to put into reasonable balance both the future supply and use of doctorates, and to provide the kind of education most appropriate to students' future employment needs. Programs should be related to a greater extent than at present to societal needs, particularly needs for health care, education, and effective government and public service. Finally, there is a continuing need to coordinate and integrate programs at different institutions to assure excellent programs of instruction and research while efficiently and economically using available resources throughout the state and the region.

6. Washington institutions should offer doctoral programs only when there is adequate interest and where there are demonstrable faculty strengths, financial resources, laboratory, library, and other physical facilities, need for graduates, and related and supportive programs at the institution.

7. The Council for Postsecondary Education shall continue to review ostensibly duplicative doctoral programs, along with those that show evidence of persistent low productivity, directing attention to the need for graduates, program costs, and program quality as part of its graduate program review study with the objective of completing its review of such programs by June 1, 1976.

Finally, the general concern for coordination of doctoral program effort within the state, the view that it is not necessary for each state to provide a complete set of doctoral programs, and the general desire for efficiency and program quality have generated an interest in possibilities for cooperation in doctoral program offerings on an interstate basis. Other states have been and are exploring possibilities for cooperation in the development of regional "Academic Common Market" arrangements whereby residents of participating states can enroll in certain graduate programs offered by member states without being charged the out-of-state tuition rate. Such an approach may have efficacy for the Pacific Northwest Region; however, it should be studied further prior to recommendation to the legislature.

8. The Council for Postsecondary Education shall study possibilities for cooperation in doctoral program offerings among institutions in the Pacific Northwest with the objective of completing its report and presenting it and recommendations to the legislature and the institutions prior to June 1, 1977.

At The Master's Level:

During 1966-67, when the enrollment expansion in higher education was still strong, 2,191 Master's degrees were awarded in Washington, comprising 16.1 percent of all higher education degrees conferred. In 1973-74, 3,402 Master's degrees were awarded, representing 11.6 percent of the total. State-supported institutions account for the bulk of all Master's degree conferrals (77 percent), and the 2 universities account for 77 percent of those conferred in the public sector of Washington postsecondary education. The University of Washington alone accounted for nearly 63 percent of those conferred in the public sector and nearly half of those awarded in the state generally. The Master's degree continues to represent a credential that is often sought, and there is little evidence that interest in it is waning.

However, while the Master's degree is frequently sought, it is also criticized. Master's programs are considered uncertain in their guarantees, ambiguous in their aims, and uneven in their rigor. The degree means different things in different institutions, and even among departments within the same institutions. In some instances it represents a self-contained substantial course of study with a clear objective. In some it is regarded as a necessary prerequisite to advancement to doctoral candidacy. In other cases, it may mean exactly the opposite: a terminal degree awarded to persons not considered capable of successfully completing doctoral studies.

Some departments which offer the PhD degree specify that the student need not first achieve a Master's degree before embarking on doctoral studies, possibly conveying an impression that the Master's degree is not highly regarded among those whose main interest is research. Meanwhile, state and private institutions not awarding doctorate degrees hold the Master's degree in higher regard, imposing selective admissions requirements on applicants to these programs. Even here there may be some inconsistency, as it is believed that the most able students will move on to doctoral studies in research-oriented universities. In a large number of institutions, Master's programs have low enrollments, and students are permitted to apply substantial numbers of upper-division undergraduate credits toward the degree.

These observations do not apply to all Master's programs in Washington, but they do to many. Until now, the review of Master's programs has tended to focus on quantitative concerns: do the programs attract a "critical mass" of students? Are students moved through the programs at reasonable rates? Is an adequate graduation rate maintained?, and so on. These are important questions, but there is a need that goes beyond them, a need for a general review that focuses on qualitative matters. A general review of Master's programs that includes an assessment of their aims, objectives, requirements, and general quality is a part of the Council for Postsecondary Education's continuing planning effort. Such an assessment will rely upon knowledgeable persons in the public and private colleges and universities of the state.

9. The staff of the Council for Postsecondary Education shall work with a task force of institutional representatives on a general assessment of the Master's degree with the objective of presenting conclusions and recommendations to the institutions by January 1, 1978.

In the United States there are more than 800 distinct titles for Master's degrees; 40 of these are used in the state-supported institutions of higher education in Washington. Currently the state colleges are limited to the use of three degree titles at this level (M.A., M.S., M.Ed.)*. The remainder are used in the two state universities, with the widest range being offered in the University of Washington. Degree title proliferation is a matter of general concern. The Carnegie Commission has recommended a nomenclature involving 17 types of Master's degrees. This nomenclature is suggestive of a trend toward standardization of degree titles in the United States. A re-examination of tendencies to degree title proliferation is appropriate to the Council's long-range planning interests.

10. The Council recommends that the state colleges and universities in concert with the private institutions undertake a re-examination of the use of discrete degree titles at the Master's level with the objective of implementing the spirit of the relevant recommendations for standardization by the Carnegie Commission and that they report their findings and recommendations to it prior to June 1, 1978.

As mentioned previously, the state colleges are limited to the offering of M.A., M.S., and M.Ed. degrees. Neither the state universities nor the private colleges and universities are similarly restricted. The state colleges perform an important role in the preparation of students for entry into professional careers and in the continuing education of area professionals. The Master's degree titles they are authorized to use are not sufficiently reflective of the education students receive from the state colleges in many professional fields.

Because of these statutory limitations, many degree programs offered in the state colleges are mislabeled. Accordingly, graduates may find themselves at a disadvantage when seeking employment in their chosen professions. Business Administration, the Fine Arts, and graduate programs in Education are examples of programs offered in the state colleges which should lead to degrees with more appropriate titles than those currently awarded. The state colleges should be permitted to offer professional degree titles consistent with those in use elsewhere in the state and in accord with the aforementioned recommendations of the Carnegie Commission. The degree titles that seem particularly appropriate to the state college graduate education role are the Master of Business Administration (M.B.A.), Master of Music (M.M.), Master of Social Work (M.S.W.), Master of Fine Arts (M.F.A.), and Master of Applied Teaching (M.A.T.).

11. The Council for Postsecondary Education shall recommend to the legislature by January 1, 1976 that the Master's degree-granting authorization of the state colleges be broadened.

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*The exception is Eastern Washington State College which is authorized to also offer the Master of Social Work.

Previous Council reviews of Master's programs have shown that a substantial portion of total program effort, particularly in the state colleges, is directed by each institution to the same general areas. There are Master's programs in a variety of areas, and in virtually all institutions, operating at marginal levels. This condition is a legitimate cause for concern.

Similar graduate programs in more than one institution must be justified by the educational and professional needs of the geographic areas served by the institutions. Such needs can be demonstrated by student interest in the program, as evidenced by enrollment levels, by program productivity, as evidenced in degree conferrals, and by program responsiveness to demand, as evidenced by placement of graduates. Evidence of need must be also measured against the cost of the program, as evidenced by comparative unit costs. If student demand is lacking, the continued offering of a program must be justified. If student interest is low in each of several similar programs, they should be consolidated into one program at a single institution: that institution with the strongest combination of faculty, facility, and library resources.

12. The Council for Postsecondary Education shall continue to review ostensibly duplicative Master's degree programs, along with those that show evidence of persistent low productivity, with attention directed to program need, quality, and cost as part of its graduate program review study, with the objective of completing its review of all such programs prior to June 1, 1976.

13. The Council for Postsecondary Education shall work with the state colleges and universities during this planning cycle to identify areas of individual institutional responsibility for programs at the graduate level with the objective of developing its recommendations by January, 1, 1978.

At The Baccalaureate Level:

Baccalaureate degrees comprise the largest component of the four-year and above degree structure. In 1973-74, baccalaureate degree conferrals accounted for 56.2 percent of the total of all degrees (including associate) conferred in the State of Washington. The public institutions accounted for 78 percent of those awarded, and the 2 public universities conferred 65 percent of those awarded by public institutions. The baccalaureate, usually comprising the equivalent of four years educational experience, is the basic degree both in Washington postsecondary education and in the nation generally.

The baccalaureate degree is probably the least-maligned degree in American higher education. Criticisms in recent years have involved issues different from those applying to graduate programs. As a general rule, concerns over the length of time required for completion, the qualitative aspects, the various requirements for research, etc., that might be associated with a degree program have not arisen. The criticisms leveled at baccalaureate programs have tended to emphasize delivery methods and need for recognition of relevant external learning experiences (some of which are addressed more directly later in this report).

Baccalaureate programs in the public sector tend to be adequately enrolled and reasonably well related to the educational needs of students in the areas. Moreover, baccalaureate programs comprise the core of any senior college or university, a core represented by programs in the Biological, Physical, and Social Sciences, Fine Arts, Foreign Languages, Letters, and Mathematics. To satisfy the American conception of a college or university an institution must offer such programs. While existing program review is as appropriate to undergraduate as to graduate programs, the appropriate program areas for initial review are outside the core curriculum range.

14. The Council for Postsecondary Education's review of existing undergraduate programs will focus initially on baccalaureate programs outside core curriculum areas. The Council shall review such undergraduate program offerings in the state colleges and universities during the 1975-77 biennium, with the objective of completing its examination by June 30, 1978.

As with Master's degrees, the state colleges are circumscribed in their use of degree titles at the baccalaureate level to the B.A., B.S., and B.A.Ed. degrees. Neither the two state universities nor the private colleges and universities are so restricted. The same arguments for expanded degree title utilization for the state colleges that apply to the Master's degree may be applied to the baccalaureate degree. State colleges should be permitted to utilize specialized baccalaureate degree titles in professional areas.

15. The Council for Postsecondary Education shall recommend to the legislature in January 1976 that the degree-title authority of the state colleges be expanded to permit the offering of recognized titles at the baccalaureate level.

16. The use of undergraduate degree titles in Washington should accord with the appropriate recommended nomenclature of the Carnegie Commission or such other agreed nomenclature developed by the colleges and universities. The state colleges and universities, in concert with representatives from the private colleges and universities, are requested to undertake a study of this issue and report their recommendations to the Council for Postsecondary Education by June 1, 1978.

In the past decade, high schools have increased the levels of achievement in academic and college preparatory work. National studies of higher education have recognized the increased maturity and sophistication of high school graduates. Carrying these observations forward, the Carnegie Commission has recommended that more student options be provided to permit reductions in the time required for the completion of degree programs.

Several approaches to the achievement of this objective deserve consideration. Among these are advanced placement, credit by examination, early admission, overload, and year-round college attendance. Washington institutions should re-examine the nature and content of their programs to determine whether the time periods required could be shortened without sacrificing academic quality.

17. The state colleges and unversities are requested to undertake a study of approaches to the reduction of required time to completion of baccalaureate programs. Such study should encompass the identification of programs for which this might be appropriate, the utilization of advanced placement examinations, early admission, and year-round attendance. These institutions are further requested to report their findings and recommendations to the Council for Postsecondary Education prior to January 1, 1978.

18. Contingent upon these recommendations, the Council for Postsecondary Education will encourage, on an experimental basis, the development of three-year baccalaureate programs and time-shortened professional degree programs.

The Carnegie Commission has argued that college freshmen frequently find the first year of college work a repetition of work taken during the senior year in high school. The need for postsecondary education to work more closely with secondary education is apparent. One way in which such cooperation could benefit both sectors would be through development of a program for superior high school students in which courses taken during the senior year would count simultaneously toward completion of high school work and fulfillment of some of the requirements for the first year of college work. Seattle University is experimenting with the total integration of secondary and postsecondary work through the baccalaureate level. Such options are worthy of further serious consideration.

19. The Council for Postsecondary Education will cooperate with the senior institutions, the State Board for Community College Education and the Superintendent of Public Instruction in a study of the feasibility of developing a joint 12th grade-college freshman year program for qualified students. The Council recommends that this be accomplished and recommendations developed prior to September, 1977.

At The Associate Level:

Associate degree conferrals comprise the second largest fraction of degree awards in Washington postsecondary education. In 1973-74, 8,779 Associate degrees were conferred, accounting for 28.7 percent of all degrees awarded. Associate degree conferrals have increased steadily in number each year since development of the community college system in this state.

The Associate degree, for all intents and purposes, is the highest award provided by community colleges. Associates are now awarded by public senior institutions. Since the Associate degree applies to a variety of two-year community college programs beyond the liberal arts transfer program, there are a number of types of degrees conferred by the community colleges (A.A., A.A.S., A.G.S., A.T.A., A.A. & S., A.T., A.A.A., P. Pre-Prof., A. Dev., A.A.A. & S., A.L.A.). While there is a recognized need for some variety in degree titles at this level, to a certain extent the earlier comments on degree title proliferation apply to the Associate. This is particularly so in those instances in which different titles apply to essentially the same type of program. A systemwide review of Associate degree title usage in the community colleges with the objectives of achieving consistency among institutions and reducing the variety of titles employed is in order.

20. The State Board for Community College Education is requested to examine the use of Associate degree titles in the community colleges with the objective of ensuring consistency of usage among institutions and to apprise the Council of its findings and actions by November, 1976.

Most community colleges (but not all) offer General Studies programs. These programs are designed for students desiring a non-transferable two-year, usually liberal arts, degree program. Since such programs need not be tied to academic transfer requirements they can be flexible and directly suited to the students' immediate interests. To properly understand the General Studies program, one must also understand that it is a manifestation of the open door philosophy of a community college education: it is a response to the dilemma posed when a system accepts the responsibility of taking all those with a desire to enroll when not all are interested in the same educational goals. The General Studies option, because of its flexibility, allows students to tailor programs to their needs and receive an award at the end of two years.

In the community colleges of this state there is a lack of consistency on what such programs should represent in terms of accomplishment. In some instances the achievement culminates in a certificate, in others in a degree. Where certificates are offered, a requirement of 90 credit hours may be specified while in other cases 75 credit hours will suffice. Minimum GPA's range from "non specified" in some institutions, to a 1.50 to 2.00 in others (most colleges have minimum GPA's, and these minimums apply). In the students' interest it is desirable that degree programs reflect consistency within a system. While the course distribution should vary in accord with student needs, the General Studies degree, a degree that is not normally transferable and is obtainable only in the community college system, should be a common option representative of a common level of accomplishment, and it should be distinguishable from other awards.

21. The State Board for Community College Education is requested to examine general requirements for General Studies programs with the objective of achieving consistency within the community college system and to apprise the Council for Postsecondary Education of its findings and actions by November, 1976.

The basic purpose of the academic transfer program is to provide a range of courses which will allow students to achieve a degree that will transfer to a senior institution. Although not all senior institutions have entered into transfer agreements with community colleges (agreements by which they would accept academic transfer students from the given community college without question), effectively any student receiving the academic transfer Associate of Arts will find it possible to transfer into a four-year institution within the state. However, particularly within those senior institutions not maintaining agreements with community colleges, the student's accomplishment is likely to be assessed on an individual basis.

The view of this report is that the senior public institutions should universally acknowledge the Associate of Arts transfer degree earned in one of the community colleges for what it is, certificate of achievement to the junior level in one of the major components of the state's system of postsecondary education.

22. The Associate of Arts (transfer) degree should be accepted as prima facie evidence of completion of the general education requirements of college work by all senior institutions in Washington. The Council for Postsecondary Education shall review the status of this objective prior to January 1, 1978.

The Carnegie Commission has recommended that there be more points of exit and entry in an educational system and that postsecondary education operate in two-year planning modules with a degree available every two years. Carrying this forward, it has recommended greater use of the Associate degree, including its usage by senior colleges and universities.

Currently in Washington, students who enroll in a senior institution and stop out after two years of study receive no certification of their efforts, although students in community college who take the same number of credits in the same academic areas graduate with an Associate degree. A valid argument can be made that students in all public postsecondary education, including those in the state colleges and universities, should have this option. There is also a fear that the state colleges and universities would enter into direct competition with the community colleges if they had this degree-granting authority.

Certainly the offering of two-year technical and vocational programs should remain the proper province of the community colleges and vocational-technical institutes, and senior institutions should continue to concentrate on baccalaureate and graduate level programs in academic and professional areas. But in the context of responsiveness to student needs, consideration should be given the desirability of senior institutions providing the Associate of Arts degree (but not the Associate of Applied Science or the Associate of General Studies, or other Associate degrees appropriate to the community college) as an option for students completing distribution requirements currently required for academic transfer programs. An alternative might be for the community colleges to review and evaluate transcripts from senior institutions and award the associate degree. The community college could impose a nominal fee on the student for the review.

23. The Council for Postsecondary Education in concert with representatives of the state colleges and unversities and the community college system will undertake a study of an Associate of Arts option for students completing the necessary credits in public senior institutions, with the objective of presenting its findings and recommendations to the legislature by September 1, 1977.

Another transfer issue concerns difficulties encountered when persons completing two-year occupational programs in the community colleges decide to extend their education to the baccalaureate degree. On the face of it there is little reason why such a transition from a community college to a baccalaureate institution should substantially differ from an academic transfer. But in practice there are problems associated with the transfer of two-year vocational program credits to four-year institutions, and students possessing vocational Associate degrees or certificates will likely find that substantial portions of their credits will not transfer. The result is that usually about three, rather than two, more years of academic work are required to the baccalaureate degree for these students.

At this point, the issue of the "inverted curriculum" arises. The term applies to an inversion in the normal sequence to the baccalaureate. At present, the student in a baccalaureate program begins study with two years of general education in a range of disciplines. In the junior year, work begins to concentrate on the selected major field. The pattern is from general to specific, from the accumulation of credits in several discipline areas to concentration on work in one major field. In view of the specific nature of studies during the freshman and sophomore years in vocational programs, it should be possible for a student who desires to do so to transfer and complete a baccalaureate program through general education courses in a senior institution, through an "inverted" curriculum.

Such an approach would seem particularly appropriate in cases where the studies bear a reasonably close parallel to experience in the upper-division in the senior institution. Nursing, Accounting, Law Enforcement, Hotel Management, Occupational Therapy, Radiologic Technologies, Computer Science, and Home Economics are a few likely examples.

This is not to say that the baccalaureate degree should be the appropriate credential in all or even most vocational fields, or that the occupational preparation or terminal nature of these programs should be undermined. It is to say that students desiring to further their college work from a community college or vocational-technical institute program to a baccalaureate degree should have the opportunity to do so with minimal or no credit loss, even though their initial work has been in a vocational area.

24. The Council for Postsecondary Education in cooperation with the State Board for Community College Education and the Commission for Vocational Education should undertake a study of the inverted curriculum with the objective of publishing findings and recommendations by January 1, 1978.

25. Pending the aforementioned study of the inverted curriculum, the state colleges and universities should consider arrangements by which students with Associate degrees in professional areas can achieve a Bachelor of Science or Bachelor of Arts degree in no more than two additional years of study, reporting their conclusions to the Council for Postsecondary Education by June 1, 1977.

When prerequisites are considered, community college programs leading to the Associate degree may require more than two years of study to completion in several professional areas. This situation is unavoidable in some cases, but it has implications for the role and mission of the community colleges in that they are explicitly limited in academic programs to the offering of two-year programs. Programs of more than two years' duration should remain the exception in the community college system, and the general bias should act against adoption of requirements that will lead to more than two years of study. New community college programs likely to require more than two calendar years of study should be reviewed by the Council for Postsecondary Education prior to their inauguration.

26. Proposals for new community college programs likely to require more than two calendar years for completion should be transmitted to the Council for Postsecondary Education for review and recommendation prior to inauguration.

With Respect to Adult Basic Education Programs:

Adult Basic Education programs represent one of the educational functions of the community colleges. Adult Basic Education refers to the development of eighth grade competencies and high school completion programs for adults. These programs are federally funded, and they are offered in community colleges subject to the rules and regulations of the Superintendent of Public Instruction. About one in every fifteen community college students is enrolled in Adult Basic Education. By almost any standard, the Adult Basic Education programs represent an area of clear educational need and effectiveness in the state's array of educational offerings. The community colleges and the local public schools should cooperate to bring Adult Basic Education programs to isolated areas.

27. The community colleges and the local public schools should continue cooperative efforts to bring Adult Basic Education programs to isolated areas. A goal of this planning cycle should be provision of such programs in each school district of the state.

b. Program Areas

As part of the planning process which culminated in this report, in 1972 the Council empaneled a task force of institutional representatives to examine current circumstances in Washington's postsecondary instructional programs. The task force was instructed to evaluate effort and weigh needs in over 25 discipline aggregates (e.g., Agriculture, Social Sciences, Humanities, etc.). Under the task force's auspices, reports on each discipline aggregate were solicited from representatives of the respective fields and circulated among the institutions for peer assessment and comment. Because further refinement of the report is warranted and new information on various program areas is still being received, findings and recommendations listed below are based on the draft report and must be considered tentative, albeit advanced.

Whatever else, it is clear that the survey of current circumstances process has generated, for the first time in this state, a resource document which attempts to describe and comment upon the universe of educational offerings available. An enormous amount of information has been collected, and this information has led to identifiable concerns and conclusions which warrant consideration as planning recommendations. Many of these are included in this report. Additional recommendations derived from short-range analyses carried out by the Council staff as part of its degree review and institutional role and mission studies also are included.

With Respect to General Concerns of the Current Circumstances Report:

A recurring concern throughout the task force report related to the adequacy of resources for postsecondary educational activities. This concern was independent of the educational level or the base of institutional support (private or public). Issues related to the adequacy of support included attracting and retaining qualified faculty, curriculum development, and support for new educational approaches. The statements repeatedly focused on budgetary considerations. Reductions in institutional budgets were viewed as major detriments to attraction of high quality faculty for vacant positions. It was also noted that financial constraints have forced faculty reductions among non-tenured faculty who have been specifically recruited for their expertise in particular areas and their orientation toward the development of new educational approaches.

Concern was also voiced about budgetary constraints in allocations made internally at the institutions--beyond those made at the state level. In many responses that pertained to Liberal Arts programs, alarm was expressed over the tendency of institutions to perform budget cuts first in instructional areas which center on cultural or value matters rather than on vocational or professional skills. Increased recognition of the importance of Liberal Arts programs on the part of public officials and lay citizens was identified as a basic need.

With respect to the general problem of limited resources, the report called for better procedures for resource utilization. A recurring suggestion was that specified programs or emphases within programs be offered only at institutions which demonstrated the requisite strengths in particular fields. There was little disagreement on the view that specialized professional programs should be limited in number.

The report's general conclusion is that Washington is self-sufficient in most program areas; almost any program area is covered within the

State by one or another of the institutions operating here. The maintenance of these programs, however, is crucially tied to the existence of adequate financial support.

28. The Council for Postsecondary Education supports the proposition that the State of Washington should provide sufficient resources to allow the components of postsecondary education to fulfill their missions. Such support, however, presupposes an awareness on the part of these components of a concomitant responsibility for stringent internal reallocation and reprioritization of resources and review of instructional programs.

The following statements pertain to individual program aggregates and are summaries of findings contained in the larger reports. The comments are reduced for obvious reasons. Readers who desire an expanded description of a field are referred to the parent reports, "Survey of Current Circumstances" and "Recommendations for Institutional Roles and Missions."

1. Agriculture

Agriculture is an exclusive major line of Washington State University. No other baccalaureate-granting institution in Washington offers programs in this discipline area. Programs in this field are strong and their range generally adequate. There is need for continuation of efforts between WSU's Extension Service and continuing education deans in the community colleges to improve program coordination and joint use of faculty in extension-type activities. Formal arrangements need to be developed between the two sectors.

29. The Council recommends that the community colleges and Washington State University clarify their respective areas of responsibility in extension programs in agriculture. The Council requests that the two bodies inform it of their progress and plans prior to June, 1978.

Central Washington State College has given some consideration to development of a program in Agricultural Education related to the interests of residents of the central Washington area. Because of WSU's exclusive major line responsibilities in Agriculture, and because of its existing resources and expertise in this area, if such a program is to be offered in Ellensburg it is important that the two institutions collaborate. If need for such a program can be substantiated, the two institutions should develop a cooperative approach for its offering.

30. The Council for Postsecondary Education recommends that Central Washington State College and Washington State University cooperate in determining feasibility and need for a program in Agriculture Education in Ellensburg and requests that they report to it their findings and recommendations and proposal for meeting the need prior to November, 1977.

2. Architecture and Environmental Design:

Existing programs in Architecture in Washington are sufficient and strong. In programs related to urban and regional planning and the environment, Washington institutions, by virtue of their respective geographic locations, have unique field resources available. In order to maximize the benefits of these diverse instructional resources, an inter-institutional internship program, which would allow students to take full advantage of field study experiences, should be developed. Such a program would enhance professional training now available to students by exposing them to a broader array of planning and environmental problems.

3. Behavioral Sciences

The current strengths of instructional programs in behavioral sciences are recognized. Particularly encouraging is the trend away from a strictly pre-graduate school orientation, and toward programs which provide occupational opportunities upon completion of the baccalaureate. This shift in emphasis is attributed to student concerns that a basic general degree in the behavioral sciences no longer ensures either credentials for employment or access to graduate school. There is need for particular attention for occupational requirements in the areas of human services, social and industrial psychology, and child development.

4. Biological Sciences:

The combination of well-developed programs in Biological Sciences, plus easy access to a variety of environments in the state, contribute to unique strengths within programs in this field. Because of increasing recognition that biological sciences involve more than taxonomic analyses, new program emphases have developed which focus on the study of inter-relationships among organisms in the practical context of social change, economic conditions, and political realities. Western Washington State College's consortium approach to development of the instruction-oriented Shannon Point Marine Center is an example of such developments. This program should be watched closely as a model for inter-institutional use of specialized resources such as faculty and facilities.

5. Business and Management:

Questions concerning the adequacy of business and management program offerings throughout the state have been raised. This field ranks second in the state in the number of baccalaureate and master's degrees awarded annually. However, some programs may be weakened by an over-zealous response to each indicated area of need. The fact that only four out of thirteen undergraduate programs in business have been accredited tends to indicate a need for program improvements.

31. The Council for Postsecondary Education recommends a general review of undergraduate programs in Business and Management by a task force of faculty from programs in this area. The review should address overall program adequacy, the extent to which student and professional needs are being served, and the effects of lack of accreditation on such programs. The task force should report its findings and recommendations to the Council by September, 1978.

6. Communications:

Programs in Communications include such specializations as journalism, public relations and advertising, visual and graphic arts for mass media, media technology, non-journalistic uses of the mass media, and theory and research. Because of this it is important to recognize the two distinct approaches to communications education in this state. The first treats communications as a behavioral science, the second focuses on professional preparation.

In view of the changing market situation for graduates in the communications fields, with limited job openings in the traditional markets of the press, radio, and television, it is suggested that individual departments and schools provide basic and coordinated information on the projected job market in both specifically and peripherally related professions.

Graduates experiencing the least difficulty in finding employment are those who have had the advantage of an integrated academic and practical exposure to the professions. In view of this, it is further suggested that institutions attempt to expand field experience possibilities for students and explore possibilities for student internships.

32. The Council for Postsecondary Education shall examine programs in the Communications fields to determine if there is a continuing serious over-supply of graduates and steps that can be taken to alleviate the problem. The Council will present its findings and recommendations to the institutions prior to September, 1977.

7. Computer and Information Sciences:

This program area has been consistently identified as one in which specific articulation problems exist between community colleges and senior institutions. The cause is attributed to wide program variations among the community colleges. Computer sciences is a program area in need of specific attention as inter-institutional articulation problems are examined.

Questions of over-supply in the training of computer operators and coders by the community colleges also exist. In view of this concern, the State Board for Community College Education, through its occupational forecasting system, should review the need for community colleges to reduce their level of activity in such programs.

33. The Council for Postsecondary Education requests that the State Board for Community College Education determine if community colleges are graduating excessive numbers of computer operators and coders and if there is a need to reduce program activity in this area. The Council further requests that the State Board inform it of its findings and actions prior to September, 1977.

8. Adult Continuing Education:

Continuing education generally is an area of growing activity, and one warranting increased development and support. Notwithstanding several studies of this area to date, an inordinate level of confusion remains in Washington postsecondary education over what constitutes continuing education. At least a portion of the ambiguity stems from diverse perceptions of continuing education: it is seen both as a discrete program and as a functional area encompassing a variety of programs and activities. In order to alleviate this confusion, the Council for Postsecondary Education, in concert with appropriate continuing educational personnel from all educational sectors, should develop appropriate definitions and categories to better describe and delimit this field of endeavor.

In view of the increased occupational up-grading activities conducted under the aegis of continuing education, interest has grown in the development of standardized measurements reflective of an individual's participation in these programs. The Continuing Education Unit (CEU) is gaining recognition nationally as a means for providing order, standards, and national coordination in post-degree and non-degree work taken outside the traditional educational framework. Currently in Washington, policies on the CEU are being separately considered by institutions, educational sectors, and some professional associations. However, there has been no formal coordination of policy development.

34. The Council for Postsecondary Education will work with appropriate representatives of postsecondary educational institutions in the development of guidelines and definitions pertaining to continuing education generally, and in the coordination of policies on the Continuing Education Unit (CEU) particularly, with the objective of completing this task prior to June, 1977.

9. Education:

With the exception of The Evergreen State College, Sulpician, and Northwest, all of the remaining senior colleges in Washington (public and private) are engaged in programs of preparation for teaching in the common schools. In teacher education generally there is growing concern over imbalances both in supply and demand for professionals generally and within program concentrations in Education. Predictions of needs for new teachers through 1980 indicate that in spite of recent evidence of lowered productivity in this area continued surpluses of graduating teachers will be experienced.

A major problem faced by those who are seeking ways to cope with the problem of institutional effort in this area stems from the lack of reliable information concerning the projected requirements for teachers and the anticipated numbers of graduates. For this reason it is suggested that the Council for Postsecondary collaborate with the Superintendent of Public Instruction in a study of future supply and demand for teachers in Washington. The outcome of this effort should be better coordination of teacher preparation programs based upon the various program strengths of the institutions.

A necessary step in the documentation of teacher supply and demand relationships is the development of an adequate data base pertaining to students who seek and receive teacher certification. Beyond this, since the surplus problem is not consistent across all fields in teacher education, there is a need to examine future needs in particular areas. Those requiring specific attention include bilingual education, early childhood education, and education for the handicapped, all of which represent areas of high social priority.

Considerable interest within the teaching profession has been arroused by the state's 1971 guidelines for competency-based certification for public school teachers. In spite of over five years of discussion on the subject, the effects of the changes in teacher certification, and therefore competency-based preparation programs themselves, have not been assessed and such certification remains optional. This has prompted the Superintendent of Public Instruction to mandate a determination of the cost-effectiveness and most appropriate structure for certification programs. The Superintendent has suggested a number of pilot projects throughout the state as a means of conducting an assessment.

The Council feels that such an assessment is essential. Without it the costs of competency-based programs, whether they can result in improved procedures for ensuring accountability, whether they result in better-trained professionals, whether they assure measurement and standardization of desired competencies, or whether the consortia-oriented shared decision-making process improves teacher training cannot be anticipated. The Council for Postsecondary Education is supportive of an assessment of competency-based programs.

35. The Council for Postsecondary Education shall request the cooperation of the Superintendent of Public Instruction in the designation of a task force to consider future needs for teachers in the public schools and the import of these needs for programs in teacher education. The task force should complete its study and report its findings and recommendations to the Council and Superintendent prior to June, 1978.

36. The Council for Postsecondary Education is supportive of plans by the Superintendent of Public Instruction to assess competency-based learning programs and offers the assistance of its staff and resources in this endeavor.

10. Engineering:

Offerings in Engineering in Washington are considered strong. There are some gaps in program effort. One of these is Industrial Engineering. Presently the University of Washington offers the only baccalaureate degree in this field. This program, however, is offered as a second bachelor's degree requiring a fifth year of engineering study. The approach currently utilized has been questioned by potential employers of industrial engineers; consequently the University of Washington is considering the possibility of a four-year program in the field.

A need for continuing education programs for engineers and related professional personnel has been identified. This is accompanied by a suggestion that the Technological Clearinghouse perform a study of the area, utilizing the advice of professional associations and the educational sectors. Consideration of these needs could be part of a general review of continuing education in Washington.

37. The Council for Postsecondary Education recommends that the University of Washington develop a proposal for a baccalaureate program in Industrial Engineering, taking into account the identified needs of Washington employers of Industrial Engineers. It further recommends that such proposal be transmitted to it for review during the 1975-77 biennium.

11. Ethnic Minority Studies:

When examining Ethnic Minorities Studies it is important to distinguish between the distinct but compatible areas of instructional programs focusing on minority studies and programs directed to the provision of assistance, counseling and other, to minority students. In the first instance, Ethnic Minority Studies, programs are still in their evolutionary stages in Washington and, as a general rule, have not yet attained desired levels of effectiveness. Accordingly, the opportunity to positively influence the level of responsiveness of such programs is still available. These programs should be evaluated at the institution by individuals at the program level.

Because of the range of needs experienced by minority students, such instructional program evaluation should be accompanied by review of the assistance provided outside the classroom. Such review should encompass the adequacy of program structures to perceived educational needs for cultural studies and the adequacy of counseling and the extent to which students are informed of, and prepared for, programs oriented to the professions, politics, business, and industry.

The problem faced by institutions responding to minority educational needs is severe. There is need, on the one hand, to respond to desires for programs directed to minority cultures, history, and customs, and this need must be fulfilled. But there is a concomitant need to recognize that students completing such programs may encounter difficulties in placement upon graduation. Encouraging all minorities to complete minority studies programs can lead to continued economic discrimination upon their graduation. Thus, minority students should be provided opportunities for minority studies but also encouraged to seek educational experiences and credentialing in professional fields and to prepare themselves for, and seek entrance to, graduate and advanced professional schools.

Both forms of service, the provision of ethnic study experiences and the extension of counseling and assistance for entry into professional and graduate programs are costly. If the institutions are to be encouraged to provide them, then the additional costs that will be incurred must be recognized and support for funding assured.

38. The Council recommends that each institution review its programs for ethnic minorities, both a), in terms of the general quality of instruction in ethnic minority programs and courses, and b), in terms of the effective encouragement and qualification of minority students into programs in which they have been traditionally under-represented. The Council further recommends that such evaluations be completed during the 1975-77 biennium and that the findings be transmitted to it for incorporation into a general report on ethnic studies programs and the costs thereof.

12. Fine Arts:

Fine arts programs in this state are considered strong, and there is evidence of growing excellence in particular fields. Immediate needs relate to the desirability of considering such programs an essential part of the core area of institutional curricula and making courses more available than at present to non-majors. An earlier recommendation pertaining to authority for state colleges to offer professional degree titles is relevant to an expressed need for terminal degrees in the Fine Arts. In that Fine Arts programs at the undergraduate level should encompass a range of art forms, inter-institutional coordination of responsibilities in this field is probably most appropriate at the graduate level as students seek to specialize in particular areas.

Finally, there is evidence of community-senior college program disarticulation in this field. Specific examples refer to lack of acceptance of community college student portfolios by senior institutions.

13. Fisheries:

In view of the importance of the fishing industry to the State of Washington, there is need for renewed recognition of the training and research contributions of the University of Washington's College of Fisheries and the community college programs that provide specialized occupational offerings related to the industry. The ongoing coordinative efforts between the two educational segments in providing both appropriate training and continuing education offerings to meet industrial needs is encouraged and commended.

14. Forestry:

Washington forestry programs contribute to the needs of an industry which is becoming increasingly technical in its methods of harvesting its products and preserving forest resources. There is need for strengthening program coordination both between the two universities and the sub-baccalaureate institutions. While the University of Washington and Washington State University and the other institutions currently have effective working relationships, a reported need exists for guidelines which would provide for continued cooperation and continuity in forestry education at all levels.

15. Health Sciences:

A variety of points concerning the health sciences may be raised. One of these involves more general application of the University of Washington's substantive approach to the training of health science education specialists. Many programs other than the University's tend to emphasize preparation for classroom teaching. A growing need, however, involves emphasis in such areas as community and public health. This stems from expansions in health education services provided by hospitals, clinics, and health maintenance organizations, and the concomitant need for professionals prepared to function in such settings. The University of Washington could share its expertise and experience with other institutions and assist them in responding to this need.

Also suggested is a re-evaluation of instructional programs for the training of pharmaceutical agents. This relates to changing conceptions of the role of pharmacy emanating both from within the profession itself and from other health science professions. Such re-evaluation should be undertaken at the institutional level and coordinated with professionals in this field.

There is also need for a general review of manpower requirements in the health sciences area. This is attributed both to uncertain future requirements for professionals in different categories of the health sciences and to the necessity to determine the effect of the concentration of health science programs in Seattle upon the statewide availability of professionals.

The University of Washington presently maintains the only programs in Dentistry and Medicine in Washington. Pharmacy is offered both by the University of Washington and Washington State University. With the exception of Pharmacy, these fields have not been able to keep pace with general population growth, and in any case the maldistribution of professionals accentuates the problem. There have been suggestions that other programs be developed in Washington. Council consideration of these suggestions has led to the conclusion that while existing programs can be expanded, there is insufficient need to justify the creation of additional schools in these fields in the state.

A health-related area that is becoming more important is that of Bio-Medical Engineering. It is through research in this area that artificial devices to replace or supplant ineffective anatomical components are developed. Thus, heart valves, kidney machines, Pacemakers, hearing aids, artificial arteries, and other mechanical devices for use in or on the human body are developed by physicians working with engineers and other scientists in the general area of endeavor identified as Bio-Medical Engineering. The University of Washington and Washington State University have complementary resources that could be combined in the development of an outstanding program in this area. While there is evidence of complementarity of current activity, the Council recommends that the two consider the feasibility of a joint program.

Finally, problems associated with the distribution of health professionals in some fields have been noted. Eastern Washington State College has developed programs in some areas to prepare people for employment in the eastern area of the state and particularly Spokane. The predominant role and resources of the University of Washington in the health sciences indicates the advisability of developing joint arrangements and resource sharing for efficiently meeting manpower needs.

39. The Council for Postsecondary Education believes that the present margin between graduating dentists and the need for professionals within the state is insufficient to warrant the establishment of another school of dentistry in Washington.

40. The Council similarly finds the current evidence of need for physicians insufficient to justify a modification of the exclusive major line responsibilities of the institutions with the objective of establishing a second medical school in Washington.

41. The Council recommends that faculty of the University of Washington and Washington State University consider the feasibility of a joint approach to the offering of a program in Bio-Medical Engineering. The Council requests that these institutions advise it of such feasibility prior to November, 1977.

42. The Council recommends that the University of Washington, Washington State University, and Eastern Washington State College explore the needs for additional types of health professionals in the Spokane area and the feasibility of joint arranagements for efficiently meeting such needs. The Council requests that these institutions inform it of their findings and recommendations prior to November, 1977.

43. The Council finds that information on the needs for health professionals in Washington is generally insufficient for effective planning. A study of these needs shall be a high priority item during the 1975-77 biennium.

16. Home Economics:

The establishment of an annual meeting of home economics instructors in order to achieve improved program planning and coordination across the educational sectors has been suggested. The forum would be an expansion of the existing common discussion arrangements between home economists associated with the Commission for Vocational Education, the Superintendent of Public Instruction, and some institutional faculty. The forum is seen as vital to improved working relationships between community college and four-year programs and the achievement of improved program articulation between the two sectors.

It is also noted that with the dispersed placement of home economists, who assume careers, for example, as high school teachers, cooperative extension agents, community service personnel, etc., there is an increasing need for continuing education opportunities in the "field" in the form of workshops, seminars, and instructional programs.

Finally, the Council for Postsecondary Education should undertake an assessment of the need for a PhD program in home economics. Currently no such program exists in the state. Home economists call for a program that has an administrative rather than a subject field orientation. The Council's assessment should include an examination of the Interstate Doctoral Program (IDP) currently under development among colleges of home economics in the western region of the United States under the coordinative auspices of WICHE.

44. The Council for Postsecondary Education will undertake an assessment of need for a PhD program in Home Economics with particular attention to the Interstate Doctoral Program in this field prior to June, 1978.

17. Humanities:

The humanities involve a range of programs including English language and literature, philosophy, and the classics, among others. There is need for increased public recognition of the significant educational role fulfilled by programs in the humanities. It is noted that the provision of additional continuing education programs in humanities is necessary to meet the growing interest in life-long learning. The role of the National Endowment of the Humanities has been a significant factor in the provision of community-based programs. However, there is need for further review of the humanities before a definitive statement on the total effort can be advanced. Such review will continue as part of the Council's assessment of current strengths in instructional programs.

18. Industrial Education and Technology:

The creation of the Technological Clearinghouse in the Council on Postsecondary Education and current efforts to assess needs for a Bachelor of Technology Degree in Washington postsecondary education are relevant to industrial education and technology. There is need for improved coordination between the community colleges and senior institutions in this program area and for further analysis of continuing eduction requirements. The clearinghouse is an appropriate vehicle for use in the resolution of these issues.

19. Interdisciplinary Studies:

There is concern that interdisciplinary studies are viewed as fringe or experimental activities and not appropriately related to the more conventional instructional curriculum. The instructional emphases in a variety of program areas are moving to a more holistic approach to the identification and analysis of complex problems. Interdisciplinary studies, therefore are being applied to a range of subjects such as environmental problems, clinical training in the health sciences, and Canadian-American studies. While these applications are commendable, there is need for further consideration of the utilization of the interdisciplinary approach to other problem areas.

20. Law:

Legal education in Washington has no salient weaknesses. No new professional programs are deemed necessary, as programs are currently regionally dispersed and considered adequate to the needs for professionals in this field. The development of an expanded and more systematic program of continuing education through the Bar Association, with closer cooperative arrangements with the law schools and the organized professional organizations, is identified as a potential need. However, it is known that there already exist strong working relationships between the institutions providing legal education and the Legal Education Liaison Committee of the State Bar Association. Necessary program improvement or coordination should be accomplished through these existing arrangements.

Although paraprofessional legal education programs enjoy considerable current popularity, and the enrollment demand at the community colleges offering such programs is substantial, the long-range potential for absorption of graduates must be carefully assessed. This is another area in which the State Bar Association has taken an active role, performing both as a program consultant and a monitor of program activity with regard to the supply/demand concern. The community colleges are supportive of this role and view the Bar's efforts in commendatory terms.

With respect to the sufficiency of current law programs, while competition for entrance to law school is keen, another program in the state is not needed at this time.

45. The Council for Postsecondary Education recommends that no additional law schools be established in Washington during the foreseeable future.

21. Library Sciences:

There is need for increased recognition of interdisciplinary education in the library sciences. Programs should prepare graduates to have professional skills and knowledge of the field itself, and knowledge in subject areas of the academic curriculum. Beyond this, the current one-year or five-quarter master of library science program should be reviewed to determine if it is appropriate to expand it to two years in order to achieve this goal.

In the library sciences there is an emerging need for individuals with competencies in information system analysis. The precise nature of personnel needs for this specialization is still poorly defined, but it is clear that preparation involves knowledge of methodologies in other fields. The need for such preparation has been identified by persons in business and management, computer science, and employers in Washington industry and government. The Council for Postsecondary Education, in cooperation with the institutions, should assess need in this area.

46. The Council for Postsecondary Education recommends that the University of Washington review its Master of Library Science program in the context of suggestions that it be lengthened and diversified. It also recommends that the University of Washington and Eastern and Western Washington State Colleges evaluate needs for a program to prepare persons for positions as information system analysts. The Council requests that these institutions convey their findings and recommendations to it prior to July 1, 1977.

22. Mathematics:

There were no major program gaps reported in mathematics and statistics programs offered in Washington. Offerings in mathematics are seen as generally strong throughout the state. The single concern raised centers on a need for mathematics faculty participation in the pre-service and in-service preparation of elementary and secondary teachers. The award of credit in external programs to persons passing comprehensive examinations in mathematics and statistics is supported by faculty in the state.

23. Nursing:

It has been recommended that the Council for Postsecondary Education review anticipated needs for nursing professionals in Washington. Particular attention should be directed to procedures for limiting activities in those program areas in which there is a continuing trend toward an oversupply of trained personnel.

Washington nursing associations have stated there is a need for a doctoral level program in nursing. A program offering at this level would be the only source of advanced graduate work in Nursing in the Northwest. Graduates are reportedly needed for positions in health agency research units, and as faculty and administrators. The University of Washington has been developing a proposal for a doctorate in nursing. The Council will consider these needs in the context of its review of that proposal.

It has also been recommended that the Council on Collegiate Nursing Education and other nursing associations engage in collaborative planning with the Washington State Nurses Association to determine needs in the state for additional instructional programs. Collaboration with the Washington State Nurses Association is viewed as particularly important because of its role in the review of continuing education programs in this field. This emerges as a significant concern in that continuing education is approaching comparable importance with baccalaureate and graduate programs because of re-licensure requirements in this field.

The major program weakness is the lack of inter-institutional articulation in nursing programs. Graduates of both community college and senior institution programs qualify for the same licenses, as Registered Nurses. Yet students graduating from a community college program with an Associate degree find it difficult to effect a transfer to a senior institution. Among program areas, nursing emerges as a prime candidate for an inverted curriculum, with students qualifying for an R.N. in the community college and proceeding to a baccalaureate degree if they desire in a senior institution. The Council requests that senior institutions with baccalaureate programs in nursing consider student needs in this area, and develop arranagements by which these needs can be fulfilled.

47. The Council for Postsecondary Education will cooperate with professional associations in nursing in a general examination of the need for professionals in this state and the concomitant need for additional conventional and continuing education programs. Because of the accepted importance of requirements for professionals in the health fields, the Council recommends that such study be completed prior to November, 1977.

24. Occupational Education:

The former Coordinating Council on Occupational Education prepared a report on occupational education for the Council for Postsecondary Education. The CCOE entry noted needs for 1) improvements in articulation between common school, particularly high school, and postsecondary vocational programs, 2) controls over unnecessarily duplicative programs in vocational education by local advisory committees, and 3) resolution of funding problems at the national and state levels.

CCOE reports on substantive areas in vocational education (Agriculture and Renewable Natural Resources, Distributive and Business and Office Education, Home and Family Life Education, Trade, Industrial and Technical Education, and Health Occupations) led to the following recommendations:

--Improved coordination and articulation of secondary, two-year, four-year, graduate, and continuing programs is needed to maximize learning opportunities for students. Improved coordination between all types of educational agencies was the recommended solution.

--Refined methods of forecasting occupational needs in relationship to job markets are considered necessary to improve occupational program responsiveness.

--In-service training programs are necessary for vocational supervisors, directors, guidance personnel, and department chairmen so that they can more effectively perform their assigned duties.

--Vocational educators require regular opportunities for return to work to upgrade skills in their occupational specialties.

Recommendations appearing elsewhere in this report are pertinent to CCOE concerns for improved inter-institutional articulation in vocational programs and the need for refined forecasting techniques. In addition to these recommendations, the Council supports the CCOE recommendations for improved in-service and return to work training opportunities for faculty and others involved in vocational training programs.

48. The Council for Postsecondary Education is supportive of needs to provide in-service and return-to-work training opportunities for personnel involved as faculty, counselors, and administrators in vocational educational programs. It recommends that such opportunities be developed and recognized by educational agencies at both the state and local levels.

25. Physical Sciences:

Washington is not only self-sufficient in the Physical and Earth Sciences, but it occupies a position of regional prominence and national leadership in many areas. No program gaps are reported in these fields. However, concern is voiced over the level of available funding for research in the sciences at all institutions. Adequate support is deemed crucial because of the continuous evolution of the disciplines and the close relationship between teaching and research in these fields. There is need for continued scholarly involvement by science faculty at all senior institutions and community colleges, and it is recommended that secondary school science teachers be required to participate in regular programs to upgrade their subject matter competence and to broaden and refine their teaching strategies.

26. Public Affairs:

In public affairs a major need is to identify an appropriate allocation of instructional resources to meet the requirements of federal, state, and local governments for college graduates in public affairs and public administration. With the exception of the federal government, public employers have not identified their needs for either pre-entry education or special training programs. Beyond this, if it is determined that program gaps exist in the state, new program efforts should involve cooperative relationships between existing programs and full consultation in their development.

The Council for Postsecondary Education believes a possible need for some additional programs in public affairs exists, particularly for programs at the graduate level. Because it is also believed that these programs can fulfill needs for expanding the educational base of practicing professionals, they should be offered in proximity to areas with high concentrations of public employees. A general role for the state colleges in the provision of such graduate programs is a possibility.

A particular concern applies to the Olympia area. The Evergreen State College does not offer graduate studies. Pacific Lutheran University inaugurated a Master of Public Affairs program in the fall of 1974. The heavy initial enrollment in this program, in spite of the comparatively high tuition costs involved, substantiates strong interest among government workers in Olympia. To accommodate these interests, PLU is offering classes in an off-campus location in the Olympia area. The efforts of PLU should be commended. As a long-range possibility the state should consider a contractual arrangement as a means of reducing tuition costs for students.

49. The Council for Postsecondary Education notes possible gaps in graduate programs in Public Affairs. In Olympia, where program needs can be met through private university programs, consideration should be given to a contractual arrangement to reduce student costs.

27. Social Sciences:

Opportunities exist for students to obtain educational exposure to virtually every facet of the social sciences in Washington when private and public program offerings are taken into consideration. Beyond this, these offerings are considered to be of high quality. However, further review of social science offerings is necessary before specific recommendations can be derived. This review will be conducted as part of the Council's assessment of current instructional program offerings.

28. Social Work and Social Welfare:

Programs of high quality in Social Work are currently offered at all instructional levels through the doctorate in Washington. National authorities in Social Work have called for a spectrum of programs at all instructional levels to meet the need for trained manpower in social and human services programs. Because of growing interests among students in such programs they tend to be heavily enrolled.

The adequacy of social work programs in community colleges (three are offered) has been questioned, in view of the briskness of the job market for graduates, students completing a two-year program are encouraged when they find jobs to upgrade their educational qualifications. Two-year programs should be reviewed in the context of personnel needs of pertinent state agencies. There is also need for the involvement of such agencies in new program development. In any case, improved articulation between programs at different types of institutions is considered essential.

Eastern Washington State College has developed a Master's program in Social Work. The Council for Postsecondary Education favorably recommended this program for inauguration during the fall, 1975 term. With this program addition the general need for advanced programs in the state during the foreseeable future appears fulfilled.

29. Veterinary Medicine:

Washington State University offers the only professional level program in Veterinary Medicine in Washington; this program is one of 21 in the nation. While the numbers annually graduated appear to be adequate to the needs of the profession, there is evidence of general maldistribution of practicing professionals, both by geographic area and by field of specialization. To some extent this is offset by immigration of veterinarians. The shortages that exist, particularly among professionals in large animal practice, suggest a need to study the problem more carefully and develop program changes to resolve it.

50. The Council believes that a second program in Veterinary Medicine is not necessary in Washington; however, it requests that Washington State University undertake a review of needs for veterinarians in some specialties, and if these needs are confirmed, to adjust its program to respond to them. The Council further requests WSU to inform it of its findings and recommendations prior to June, 1976.

With Respect to Manpower Analysis:

Many of the recommendations in the review of program areas call for manpower analyses of selected professions. A general analysis of the employment outlook is obviously crucial. This information is not only necessary for planning purposes at the state and institutional levels, but it is important to students who need to make informed judgments about their career goals. There are, however, basic problems with manpower planning that need to be understood.

There is room for considerable ambivalence regarding the role of manpower planning in a political and governmental environment that stresses free choice. The role of the state, and the role of the institutions in such a context is unclear: for example, if students are enrolling in particular programs in sufficient numbers to justify a program's continuation, but the demand outlook for graduates of these programs is unpromising, is it the institution's responsibility to constrict enrollments in order to achieve a future balance between supply and demand? Stated differently, what is the appropriate determinant of a program's offering, student choice or anticipated employment market needs? Viewing it from still another angle, if it is determined that a shortage of qualified persons is likely to occur in a given field, but programs in relevant areas are under-enrolled, what is the role of the institution in encouraging students to enter such programs? In reflecting on this question one might recall the National Defense Education Program which allowed forgiveness of up to 50 percent of NDEA loans for students entering careers as teachers. This program became operational in the early 1950's. Perhaps significantly, teacher education has become an area of recurring surpluses of graduates.

A second concern must relate to the general state of the art. At its best manpower information is a crude and somewhat sluggish indicator. Aside from a few notable exceptions, most of which have dealt with very general needs (e.g., the employment outlook for PhD's), manpower studies have tended to be uninspiring and pedantic. They have also tended to prove unreliable because of unpredictable fluctuations both in market needs and student enrollment preferences (a case in point is the wildly oscillating evidence of future needs for engineers). Overall, neither the state of the art nor the reliability of the resultant analysis is reassuring.

A third problem is the lack of fit between given educational programs and discrete employment categories. Not all teachers enter the common schools; not all librarians seek or obtain work with libraries: Perhaps even more perplexing is what happens to graduates in the Humanities, the Social Sciences, and the Liberal Arts. These programs continue to account for significant if not major portions of students enrolled in many senior institutions. Before any general manpower analysis can be accomplished, the historical placement patterns of graduates of core curriculum programs need to be understood. There is little if any evidence of an attempt to identify these patterns either in the manpower analyses that have been accomplished, or in those underway.

Thus, there are fundamental problems concerning the general lack of information necessary for accurate projections, the rather crude state of the art, and the appropriate application of the findings. And all of this trepidation is accompanied by a general atmosphere of anxiety over the propriety of manpower planning in a representative democracy.

Having stated this, there is nonetheless room for some manpower planning. For example, there is a close fit between the educational programs in the occupational and professional areas and the measurable outlook for graduates of these programs. This information can be gathered and utilized: 1) in the review of new program proposals, 2) in the evaluation of existing programs, particularly those manifesting low enrollments, and 3) as information for students making their educational choice. This effort might be expanded to encompass educational programs in the core curriculum areas provided a careful and accurate analysis of historical placement patterns of graduates of these programs can be accomplished, and this will require the gathering and maintenance of this information at the institutional level. Whenever possible, manpower analyses of particular professions and occupations should utilize the resources extant in the various occupational and professional associations. These associations have a direct interest in the needs for graduates, an intimate knowledge of the subtleties, and very often the base data needed for accurate assessment.

51. The Council for Postsecondary Education will seek the support of institutional representatives and professional associations in the conduct of manpower analyses of selected professional and occupational fields and in the identification of historical placement patterns of graduates of core-curriculum programs during the 1975-77 biennium, with the objective of employing the findings in the review of new program proposals, evaluation of existing programs, and student career information needs.

52. The Council also views the development of a system of occupational demand forecasting by the Commission for Vocational Education and the State Board for Community College Education as promising and will work with these agencies to coordinate its efforts with theirs throughout the planning cycle.

53. The Council for Postsecondary Education cooperates with the Governor's Office, the Commission for Vocational Education, the State Board for Community College Education, and other agencies in the Washington Occupational Information Consortium. The Council for Postsecondary Education supports this endeavor and considers it an important component of manpower planning and the application of such information to the needs of students in Washington.

c. New and Existing Program Review and Evaluation

With Respect to New Programs

The Council for Postsecondary Education is required by law to review and recommend proposals for new degrees and degree programs. One of the Council's first tasks following the onset of its operations in 1970 was the promulgation of Guidelines for the review of such proposals. The Council does not approve or disapprove proposals; rather, it conveys its recommendation to the governing board of the respective institutions for final action. The governing boards have the authority to approve new programs for their institution.

Since 1970, the Council has reviewed approximately 50 proposals for new programs or new degrees. Final actions by the various governing boards have accorded in all instances with the Council recommendation, whether favorable or unfavorable. The process works smoothly, and no general recommendation for change in the relative authority of the two bodies is recommended in this report.

Some questions remain over which types of new degrees require formal Council review and recommendation. In their search for innovative degree structures, institutions often design new degrees out of existing courses. A detailed Council review of such efforts would be time consuming and could retard institutional responsiveness. Thus, as a general rule, while the institutions should inform the Council of such actions as they develop, the Council will not comprehensively review new baccalaureate degree structures created out of existing courses. A similar situation exists with respect to new degree titles for existing programs. While these need not be subjected to intensive Council review, they should continue to be brought to the Council's attention prior to their inception.

New baccalaureate programs in areas outside the core curricula of each institution, and all new Master's and doctoral degrees and degree programs, should be transmitted to the Council for review and recommendation in accord with its Guidelines and procedures. These Guidelines will be re-drafted prior to January 1, 1976 to reflect these distinctions.

The next six years will likely see an end to the time-honored practice of augmenting existing programs with new ones. Increasingly the Council will be looking for evidence of existing program termination or other internal reallocations in its review of new endeavors. In developing new program proposals institutional administrators and faculty are urged to re-examine current offerings in their search for program resources. Evidence of such internal re-examination should be included in all new program proposals.

Finally, new programs in private colleges and universities are not normally transmitted to the Council for comment. There have been some exceptions to this pattern, however, particularly with respect to graduate programs, as some colleges and universities have sought Council advice. In the instances where this has occurred, it has been generally conceded that Council input was helpful. Accordingly, the Council will continue to review new program proposals transmitted by private colleges and universities, and invites these institutions to seek such review.

54. Council for Postsecondary Education review and recommendation of new degrees and new degree programs will continue to focus on new doctorate and Master's programs, and on new baccalaureate programs outside of core curriculum areas. Proposals for new programs should contain evidence that internal reallocations have been fully considered in the quest for resources. Institutions should continue to notify the Council during the development of new degree structures in, and new titles for, existing programs. Private colleges and universities are invited to seek Council comment on new programs. Guidelines reflecting these policies will be adopted prior to January 1, 1976.

With Respect to New Off-Campus Programs:

The Council is supportive of efforts to provide postsecondary educational opportunities to persons unable to spend sufficient time on campus to complete a resident program. The provision of programs in off-campus locations is one obvious approach to meeting the problem. However, it is necessary that such programs be offered in an efficient and non-duplicative manner. In the provision of off-campus degree programs, it is necessary that (1) a coordinated and cooperative approach to the utilization of available teaching and support services be employed; (2) sufficient long-term demand exists to warrant an off-campus program; (3) programs be supported in accord with general operating budget guidelines; and (4) that such programs be in harmony with an institution's role and mission.

In January, 1975, the Council called upon all institutions to keep it informed of changes in patterns of off-campus program offerings. New off-campus degree programs proposed by public institutions will receive Council review, as will new programs generally. If such programs are outgrowths of existing campus-based programs, the review process will be less extensive than that required of entirely new programs. In this instance Council review will consist of alerting other institutions to the new development and eliciting their comment. An emphasis will be placed on analysis of the potential for cooperative efforts through the sharing of facilities or curricula, or through the augmentation of existing programs. Additional effort will be directed to ensuring that off-campus programs are qualitatively equivalent to those offered on-campus, with particular attention directed to the integration of the two forms so that credits are transferable. Finally, the Council will issue an inventory of off-campus offerings at least annually.

55. By January 1, 1976, the Council for Postsecondary Education will commence the regular review of new off-campus degree programs and off-campus counterparts to existing degree programs. The Council will issue an inventory of such programs annually.

With Respect to Program Innovation:

In its review of new degree proposals, the Council for Postsecondary Education considers a number of elements, most of which can be arranged into a few general categories: Program Need, Program Costs, Existing Institutional Resources, Harmony with Institutional Role and Mission, and Innovative Features. Among the proposals studied during the past five years, the one category most often deficient is that pertaining to innovation.

An area of considerable promise is that involving the use of electronic media in instruction. The Carnegie Commission has stated that in the next decade between 10 and 20 percent of on-campus instruction will be accomplished through the use of television, computers, video and audio cassettes, and other electronic devices, and that the use of such media affords opportunities for improving the variety and quality of education.

However, experimentation and utilization of such media require substantial initial investment. The employment of electronic media and other innovative techniques is not likely to prove more economical than more conventional approaches, but it can contribute an added depth to the instructional process.

There are various approaches that might be utilized to encourage innovative techniques in new degree programs. One of these would be the direct provision of start-up costs to the institution through regular budgetary procedures. Another would be the provision of fiscal incentives through a statewide grants program.

With Respect to New Community College Programs:

The Council for Postsecondary Education does not review and recommend new degrees and degree programs in the community colleges; rather it considers such review an appropriate concern of the State Board for Community College Education. In practice, however, State Board review of new programs does not encompass those in the academic areas. The Board does review and approve new occupational preparatory programs.

The procedure employed by the State Board in its review of new occupational programs entails a local screening process. Prior to its approval of a program, "alerts" are sent to the vocational directors of colleges within specified regions (Southwest Washington, Puget Sound, Seattle, Northwest Washington, and Eastern Washington). If the new program is favorably reviewed during the regional screening, the State Board requires the proposing institution to develop a detailed description for submission for review by all of the community colleges in the state and by the Division of Vocational-Technical Education in the Office of the Superintendent of Public Instruction. The program is then again reviewed for final approval or disapproval by the State Board for Community College Education.

In operation, the local reviews tend to represent the perspective of individual colleges rather than the statewide overview appropriate to coordination and the minimization of program duplication. Unless an institution is in direct competition for enrollments with the district proposing a new program, and if the proposing institution can show some evidence of local interest, there is likely to be no objection raised by an institution with an existing similar program.

56. The Council for Postsecondary Education looks to the State Board for Community College Education for the review of new community college programs. Accordingly, it calls upon the State Board: a) to develop a process for the review of new community college academic programs; and, b) to re-examine its procedures for the review and approval of new vocational programs. The State Board is requested to apprise the Council of its findings and recommendations by January 1, 1977.

With Respect to Existing Programs:

The Council for Postsecondary Education is also obliged by law to review and evaluate existing degrees and degree programs. Thus far its examinations have been restricted to programs at the graduate level (in 1973 it reviewed 135 Master's and doctoral programs manifesting histories of low enrollments and degree conferrals--50 of which were recommended for termination; currently slightly more than 200 ostensibly duplicative programs are under review); there is a need for such review at the graduate level, but there is also a need to examine programs at the baccalaureate level.

Beyond this, there is a need for more intensive institutional review of existing programs. It is desirable that statewide and local review processes be closely coordinated. Accordingly, during the 1975-77 biennium, when the Council's review process focuses on baccalaureate programs, it will work with the institutions to establish a continuing local review process that is consistent with the state-level review. Local review should be sufficiently comprehensive to involve the periodic re-examination of each existing program.

Stated differently, the Council for Postsecondary Education will complete its review of existing graduate and baccalaureate programs by the end of the 1975-77 biennium. At that time it will amend its process with a system of continuous institutional review entailing examination of each existing program in accord with processes developed at the institutional level. This system will involve Council participation and monitoring through periodic reports and Council action on proposals for the elimination of existing programs.

57. The Council for Postsecondary Education will continue its examination of existing degree programs, focusing on baccalaureate level programs during the 1975-77 biennium. After June 30, 1977, the process should be supplemented by institutional-level procedures, periodic reports to the Council, and Council evaluation of proposals to terminate existing programs.

With Respect to Existing Community College Programs:

Existing community college programs also should be reviewed on a continuing basis. There is evidence of ostensible program duplication within the system generally and among institutions located in proximity to each other. The responsibility for such review should be that of the State Board for Community College Education in concert with the districts.

Needs in this area include the review of ostensibly duplicative programs with an eye to their consolidation, perhaps through interinstitutional consortia where such action is appropriate, or phasing them out if their continuation cannot be justified. In addition, consideration should be given to the possibility of assigning areas of program responsibility to some institutions. In these instances, the institution assigned such responsibility would offer the program exclusively within the region, or perhaps within the state.

58. The Council for Postsecondary Education requests the State Board for Community College Education and the Community College Districts to develop and inaugurate procedures for the review of existing community college programs on a continuing basis. The Council further requests the Board and the Districts to apprise it of their procedures and actions prior to September 1, 1978.

With Respect to Occupational Programs Offered by Community Colleges and Vocational-Technical Institutes:

There is some evidence of program overlap in localities served by community colleges and vocational-technical institutes. The programs of these institutions should be reviewed by the various agencies involved: The Commission for Vocational Education, the Superintendent of Public Instruction, the State Board for Community College Education, and the various institutions. In the event offerings are found to be superfluous to area needs, consideration should be given to consolidating the programs into a lesser number. Such action should be on a cooperative basis so that residents may continue to take advantage of program offerings regardless of the type of institution offering them.

59. The Council for Postsecondary Education requests the Commission for Vocational Education, the State Board for Community College Education, and the Superintendent of Public Instruction, in concert with the institutions involved, to undertake a review of existing occupational programs to determine if there is overlap in particular geographic areas and means by which these program offerings could be consolidated. The Council further requests that these authorities apprise it of their actions prior to July, 1977.

2. Consumerism in Postsecondary Education

It is generally recognized that the state has a responsibility to ensure that substandard operations purporting to be postsecondary educational institutions do not operate within its borders. Prevailing conceptions of consumerism and accountability, however, go somewhat beyond this. A 1973 study* by a task force of the Office of Education identified a series of possible education consumer concerns at the national level. The types of activities reviewed in this report included:

- --The presence of degree mills
- --Discriminatory refund policies
- --Misrepresentation in advertising, promotional materials, etc.
- --Abuse of federal programs of student assistance
- --Nondelivery of provision for due process, appeal concerning injustices, etc.
- --Arbitrariness in administrative policies and procedures
- --Changing requirements during the life of a student's contract with the institution (e.g., changing degree requirements midstream)
- --Excessively punitive charges for infractions such as loss of library books, lab requirement breakage, etc.
- --Holding up transcripts, diplomas, etc., for unwarranted reasons
- --Lateness in obtaining qualified instructors, textbooks, equipment, classrooms, etc.
- --Misrepresentations such as listing of non-existent faculty and courses in college catalogs
- --Administrative tolerance of outmoded practices such as student hazing, ritualistic destruction of property, etc.
- --Lack of adherence to promulgated standards, procedures, rules, regulations, etc.
- --Unwarranted substitution of contracted items (such as qualified professors, dormitory rooms, etc.)
- --Overdoing the "in loco parentis" concept by direct and illegal interference with individual freedoms and human rights.

The Office of Education listing of grievances (which includes activities not listed above) is notable in two respects: first by its variety (its range is from outright misrepresentation to inconveniences), and second its coverage of abuses at all types of institutions (from proprietary schools to universities, public and private).

The Council for Postsecondary Education has not directly studied the question of consumer abuses in Washington postsecondary education, nor has it made an attempt to determine the existence of any or all of these problems on Washington campuses. By the same token, it has not taken a policy stand on this listing by determining the extent to which each of these categories should be regarded as a consumer abuse. There is a need for a study of consumer practices in Washington postsecondary education, but there is a question concerning the appropriate examining body, and the role of the state, and by extension, the Council for Postsecondary Education, in the process.

The general view expressed here is that each postsecondary educational institution has an obligation to re-examine itself to be certain that it is providing the right kind of climate for effective learning and that it is doing the best job it can through its teaching and other programs. By extension, each institution is called upon to examine its practices in the context of the above listing and make the necessary adjustments to curtail activities considered by its faculty and students as contrary to fair consumer practices. It is important to note that the larger issue here is not likely to be outright fraud, but rather the continuation of anachronistic policies.

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*Consumer Protection in Postsecondary Education, Conference Report and Recommendations (Report Number 53), Education Commission of the States, Denver, June, 1974.

60. The Council for Postsecondary Education requests each senior institution, the State Board for Community College Education for the community colleges, the Superintendent of Public Instruction for the Vocational-Technical Institutes, and each private vocational institution to examine its practices in light of the Office of Education's inventory of consumer concerns and make appropriate changes prior to January 1, 1978. The Council further requests that the findings of such self-studies be communicated to it by that date.

Colleges and universities can provide information to students that will assist them in selecting their field of study and making their career choices. A comparatively simple but important step in the provision of such assistance would be the publication in a common format in the annual college catalog of the percentage of students accepted into each program, the average length of time required for completion of the program, and the placement experiences of graduates of the program during the most recent two or three years. This information could be provided as part of each program description in the catalog, and it should be brought up-to-date each year.

61. The Council for Postsecondary Education recommends that postsecondary institutions provide information in their catalogs, as part of each program description, on the percentage of qualified applicants accepted into the program, the average credits earned by students in order to graduate, and the placement experiences of recent completers. The Council further recommends that such information be contained in college catalogs prior to the 1978 academic year.

The provision of program data in college catalogs should be coupled with the offering of career analysis courses for entering students. Such courses, offering information on career opportunities for college graduates, could significantly affect the conditions for an intelligent program choice among students.

This step involves not only questions pertaining to consumerism, assisting students in spending their educational dollars wisely, but it is also related to questions of manpower demand. Adjusting college educational programs to the vagaries of the employment marketplace is a difficult task, at best, and, when carried to its ultimate conclusion, suggests governmental and institutional controls on admissions that are at variance with American traditions of higher education. There is reason to believe that an effective approach is one which relies upon informed student choice; this, however, requires that students have access to the information essential to an informed decision. The offering of career analysis courses would be an important step in the provision of such information.

62. The Council for Postsecondary Education recommends that each college and university institute career analysis courses and/or career counseling for lower-division and entering students by the onset of the 1978 academic year.

Much of the recent interest in consumerism in postsecondary education has focused on the private vocational schools--proprietary schools. There is some reason for this. Prior to 1972, the U.S. Office of Education estimated that approximately 2,700 postsecondary institutions were accredited in this country. In addition, there were about 300 unaccredited colleges and universities, of which about one-third were considered diploma mills, providing little or no education but selling degrees for a set price. With the passage of the Higher Education Amendments by the Congress in 1972, an expanded recognition of acceptable postsecondary educational endeavors was advocated. At this point, rather than 3,000 colleges and universities, the span of postsecondary education was extended to include approximately 14,000 institutions and programs. With this expansion, while the number of institutions offering questionable programs may be small, the latitude for such activities is increased.

The legal responsibility for policing fraudulent or deceptive practices in education is clearly with the states. From this it follows that procedure for controlling such practices is through the enactment of legislation establishing requirements that must be met to operate within the state.

In anticipation of growing interest in proprietary education, the Education Commission of the States has prepared model legislation that would prescribe minimum standards concerning educational quality, ethical business practices, health and safety standards, fiscal responsibility, and safeguards against deceptive or fraudulent practices. Such legislation is supported by most reputable schools, and it is generally appropriate to the needs of residents of Washington.

The Senate Committee on Higher Education has been studying the matter, with particular attention to the ECS model. A version was passed by the Senate (SB 2628) during the 1975 session of the Legislature. This legislation appears to effectively address the issue for Washington.

63. The Council for Postsecondary Education will support or recommend legislation directed to the prescription of minimum standards of educational quality, ethical business practices, health and safety standards, fiscal responsibility, and safeguards against deceptive or fraudulent practices in proprietary education to the legislature prior to June, 1976. Senate Bill 2628, as passed by the Senate during the 1975 session, is directed to such standards.

Related to the need for legislation, at the present time there is little information available on proprietary schools, either in this state or elsewhere. As the state moves into a postsecondary educational (as distinct from "higher educational") context in assessing resident educational needs it will be necessary to take better account of vocational education in general, and private vocational schools in particular. Vocational programs, proprietary and other, are clearly needed, and they clearly need to be considered in planning for postsecondary education. Vocational program enrollments and waiting lists are testimony to the popularity of post-high school preparation for employment.

At the same time, amid general acclaim for this new thrust in higher learning there can be heard a few faint voices calling for caution. A recent study issued by the Berkeley Center for Research and Development in Higher Education is an example*. The Berkeley report pointed out that in spite of the large commitment to vocational education in the United States, little is known about the differences public and private vocational schools make in people's lives. Because proprietary schools were only recently "discovered," research on them is virtually non-existent. To fill some of this void, the Center used a National Institute of Education grant to conduct a study to see if there were differences in the types of students that went to the two types of vocational institutions and whether one group was more successful in the labor market than the other.

The Center's study utilized a sample of 50 schools drawn from metropolitan areas across the country (none in Washington). From the schools were drawn samples of 4,800 students and graduates. Among the findings were the following:

--The study found that students who attend either public or private vocational schools were among the least-advantaged students in post-secondary education, but proprietary students were among the least advantaged of the least advantaged. They are more likely high school dropouts and lagging in their verbal skills. There was no difference in motivation between public and proprietary clients.

--Students attended proprietary schools even when less-costly public institutions were nearby because the private schools tended to be more narrowly targeted in their approach and required less time to complete a program.

--Proprietary schools are smaller than their public counterparts and usually do not require credits to be earned in areas not directly relevant to the program.

Findings when graduates were surveyed were cause for some dismay:

--Only about two out of ten graduates from both public and proprietary schools who trained for professional or technical-level jobs ever got them. Most became clerks or took low-paying unrelated jobs.

--Almost eight out of ten public and proprietary graduates from the lower-level clerical or service worker programs got the jobs they trained for, but with the exception of secretaries, barely earned the federal minimum wage.

--Neither kind of program overcame problems with less-advantaged students' backgrounds. Women always earned less than men, and in all but one case, ethnic minorities earned less than whites in the same jobs.

--Proprietary graduates were generally less satisfied with their training than their public counterparts, apparently because proprietary graduate paid 20 times more for their training.

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*Wilms, W.W., "Protecting the Voc Ed Consumer," 1974, UC Berkeley

--45 percent of the sample clearly expressed the desire to achieve a professional or technical-level job, but only 16 percent reached that goal.
--Only 19 percent wanted to become clerical workers, but twice that many got clerical jobs.

There was no evidence in the study that the training offered lacked quality. The assumption was that graduates fared poorly in the labor market because access to higher-level jobs is determined more by years of schooling than by technical ability. It is unknown what would have happened to graduates had no training been available, but it was concluded in the study that many schools are not living up to their explicit or implicit promise of upward mobility through self-help.

Because of the consistently negative findings, the study recommended immediate attention from state authorities. Specific recommendations involved the provision of accurate descriptions of program objectives and detailed information on how well the programs have met these objectives in the past (including attrition, placement, and earning rates of former students), certification based on schools' ability to place graduates in jobs for which they have trained, adherence to truth-in-advertising, public audits of these schools, and other related steps.

Enactment and implementation of the aforementioned ECS Model Legislation would not accomplish all of these objectives, but it would achieve many. A larger point concerns the findings of the study generally. Because it did not directly involve Washington institutions, and because of the generally-recognized high quality of vocational training in this state, and the need for greater visibility for effective programs, replication of the study here, with whatever modifications are required, is much needed.

64. The Council for Postsecondary Education recognizes the need for study of the experiences of graduates of public and private vocational programs in Washington and recommends that such a study be completed prior to November, 1977.

Finally, in the area of consumerism there is one additional concern that must be addressed. This relates to the offering of educational programs in Washington by out-of-state educational entities, public and private. At the present time there is no effective regulation of the offering of programs by out-of-state corporations, and there is evidence of growing interest in this state for this reason. The Northwest Association of Secondary and Higher Schools has expressed concerns over this trend. A study of the efforts of other states in this area and the development of recommendations to the legislature should be a high priority item.

65. The Council for Postsecondary Education will undertake a survey of other states' policies for regulating programs offered by out-of-state entities and present its findings and recommendations to the legislature prior to January 1, 1976.

3. Faculty Resources and the Quest for Quality

The uncertain outlook in postsecondary enrollments accentuates the need for flexibility in institutional operations, and the requirement of general responsiveness in educational programs further reinforces it. The Council's stated goal in this regard emphasizes educational responsiveness within the general context of maintenance of quality. When these terms are applied to institutions of higher learning, the focus naturally falls on the faculty: the necessary resource and the single most important determinant of quality in educational programs.

With Respect to Academic Tenure:

In 1972, the Council for Postsecondary Education, at the request of the legislature, undertook a study of academic tenure in Washington higher education. The study concluded that although tenure is variously blamed for many of the problems of higher education, this blame is misplaced. At the same time, while tenure is not the cause of higher education's problems, it can, if not properly utilized, compound them. The report noted that it is within the purview of a state legislature to prohibit academic tenure in public institutions, although no state legislature had ever done so. Rather, as in this state, legislatures tend to be indirectly or directly supportive of tenure (e.g., the Community College Tenure Act).

The major problems associated with tenure as identified in the Council report concerned probationary periods that were sometimes too brief, the lack of a middle ground between probationary periods (after which teachers must be awarded tenure or terminated) and tenured status, the awarding of academic tenure to non-teaching personnel, the lack of procedures for notice and hearing in probationary faculty contract nonrenewals, the absence of comprehensive post-tenure evaluation programs, and the cumbersome nature of tenure termination procedures.

A subsequent review (1974) of tenure policies in institutions of higher learning revealed relatively little change in the tenure procedures from 1972 where recommendations for change had been made. Moreover there was evidence of increases in the proportions of tenured professors among the total faculty. Since 1972 there has been an average increase of approximately 11 percent in the tenured portion of faculty in Washington public institutions. In 1974, the tenured portions ranged from a low of 60 percent of the full-time teaching staff at the University of Washington to a high of 77 percent in the community colleges (the percentage of tenured staff in the community colleges has declined one percentage point since the 1972 study).

A 1974 study of tenure prepared by the Senate Higher Education Committee included the following preliminary findings:

a. Legislators and administrators have found that budget cutbacks in higher education and program reductions or reallocations are necessary because of declining enrollments. Such cuts are nearly impossible in some cases because of the proportion of tenured faculty within an institution.

b. The salary of a tenured faculty member tends to climb, and as more faculty become tenured, a greater share of an institution's budget is likely to be devoted to salaries.

c. An unresolved question pertains to the compromise to be struck between tenure and professional negotiations.

d. There is an oversupply of persons qualified for many faculty positions, both because new positions are more scarce than before and because of the greater numbers of persons receiving graduate degrees.

e. Affirmative action policies will continue to demand the extension of faculty openings to women and minorities.

f. Institutions are becoming "tenured-in," reaching the point where positions for new faculty are limited and the institution's ability to adjust programs is restricted.

g. There are arguments that tenure tends to get in the way of faculty accountability.

h. Part-time faculty, particularly in the community colleges, are seeking equality in areas such as tenure.

i. Non-tenured faculty are becoming increasingly vocal concerning probationary requirements and the lack of opportunities for tenured positions.

j. Tenure tends to restrict institutional alternatives in developing reduction-in-force policies.

Although these findings were identified as preliminary, the earlier report of the Council lends further substance to apprehensions surrounding them. It is important that academic tenure be re-examined by all colleges and universities in the context of these concerns.

66. The Council for Postsecondary Education recommends that each college and university re-examine its policies on academic tenure, including recruiting goals, current faculty tenure proportions by rank, sex, and ethnic identities, and procedures for the release of tenured faculty as part of a reduction-in-force, and report its findings and conclusions to the Council prior to the onset of the 1977 academic year.

Several alternatives to academic tenure exist throughout the country. As a general rule, however, these alternatives are untested. Academic tenure is a tradition of long standing, and such traditions are not easily changed. Nevertheless, these alternatives are worthy of careful examination.

One frequently-mentioned alternative involves the replacement of academic tenure with a system of procedural due process that would apply in the separation of all faculty, tenured or untenured. The problem with this alternative is the lack of definition of what is meant by "due process." If it means simply the extension of existing tenure termination policies to all faculty, then there is a question whether tenure is being replaced or simply extended. If the conception of due process is less comprehensive than that applying in tenure termination cases, then it is likely to be challenged as an alternative by those possessing tenure. Accordingly, while this alternative should be considered, it should also be recognized that the definition of what constitutes due process is critical.

Another alternative is the approach utilized by The Evergreen State College. In this case the system is based on three-year renewable contracts. Each three years a faculty member faces the issue of contract renewal. Faculty may be denied renewal for lack of evidence of professional development, inability to exercise responsibilities in the teaching agreement, failure to participate in faculty seminars, or violations of the code of faculty responsibilities. Those denied contract renewal have recourse to an adjudicative procedure upon request, in which case the burden of proof is on the institution. These procedures appear to work well at Evergreen, but it should be noted that the system did not supplant an existing program of academic tenure. Rather, Evergreen was a new institution in 1970, and its system was created tabula rasa.

A third alternative involves the utilization of "rolling contracts." In this case each faculty member receives a new three-year appointment at the end of each year of satisfactory performance. If an individual's teaching skills deteriorate, there is a year in which to improve them. If they still have not improved at the end of the second year, the member will not be reappointed, but there will be a year to seek employment elsewhere. One advantage to this approach is its provision of incentives: If a professor remains in good form, there is assurance of a job for the next three years. Another advantage is the presence of equity: There is a second chance, and there is time to look for another job.

A fourth alternative is the long-term renewable contract. In this case the institution issues fixed-term contracts (three years, five years, etc.) with the proviso that employment automatically terminates at the end of this period unless a new contract is offered. The use of such contracts offers some protection against arbitrary dismissal and a means for encouraging the maintenance of professional competence. The major question that applies to this approach is that of appropriate contract length; this needs to be considered carefully.

One possibility would entail contracts of successively longer duration: During the first three years of a faculty members's employment, one-year contracts would be awarded. These would be followed by three three-year contracts, then by three five-year contracts, with evaluation accompanying each contract renewal. At this point the faculty member would have accumulated 27 years of service with the institution and could be awarded an indefinite contract lasting until retirement.

Finally, the utilization of untenured lectureships offers an alternative to tenure, or at least an adjunct in situations where the governing board does not wish to increase the number of tenured professors. In this case, the institution simply hires "lecturers" who agree to waive tenure in exchange for adjustments in salary (e.g., an instructor would exchange the tenure option for the pay of an associate or full professor).

These are the most frequently-discussed alternatives to academic tenure. There are others. The point of their presentation here is to demonstrate that there are other approaches that can be employed. None is immune from criticism, but all should be carefully studied at the institutional level in the context of developing a more flexible approach to faculty employment security.

67. The Council requests each college and university to undertake a considered study of alternatives to supplement academic tenure, and report its findings and conclusions back to the Council prior to the onset of the 1978 academic year.

With Respect to Faculty Renovation:

The preceding discussion touches on a general concern with professional renewal. There are positive steps that can be taken. Regardless of the emergence of conditions that threaten faculty idealism and excellence (recent declines in professional mobility, threats of layoff, increasing competition for fixed or declining resources) faculty remain the backbone of the institution. The excellence of the institution, and the quality of the programs offered therein relate in direct proportion to the presence of excellence within the faculty. It is important that the concern for accountability, an important and necessary concern, be buttressed with programs aimed at the instillation and preservation of faculty excellence.

There are several workable programs by which this can be achieved, and those listed here do not exhaust the possibilities.

a. Some states have developed programs to assist in the recruitment and retention of outstanding faculty. One in particular, Virginia's Eminent Scholars Program, is unique. The program involves the utilization of private and public funds by allowing participating institutions the opportunity to match endowment dollars set aside to attract or retain an eminent scholar with a general fund dollar earmarked for the same purpose. The one-to-one match provides a direct incentive to a prospective donor to contribute to the instructional program of an institution and to maximize the effect of the contribution for the benefit of students.

b. A program extant in several states aims at the provision of monetary awards to selected faculty for excellence in teaching. Institutional recommendations are forwarded to a state-level review committee for final decision. Both the recognition that the scholar receives and the monetary prize serve to stimulate extensive interest in the program. Such awards are open to scholars in all types of postsecondary institutions.

c. Programs permitting the temporary exchange of personnel between academic institutions, governmental agencies, and industrial organizations for the purposes of professional renewal and personal growth also hold promise as an approach to faculty renovation.

d. The training of small numbers of faculty in alternate fields is another approach being considered in some areas of the country. One such program, closer to home, will be conducted at Evergreen during the Summer, 1975 term under the auspices of the National Science Foundation. In this program faculty in one discipline will "teach" faculty in a second discipline during the morning, with the process reversing during the afternoon. Such an approach for broadening the academic experience of faculty, particularly working in a "team teaching" environment, appears to have much potential. It is also directly relevant to the problem of utilization of faculty when enrollments in the discipline drop and the prospect of termination arises.

e. The provision of funds for summer symposia for faculty throughout the state in a given discipline, as is done in Illinois, facilitates intensive re-examination and establishment of teaching objectives for faculty members teaching in the same fields in various institutions.

f. The development of campus teaching institutes permits systematic observation and discussion of individual instructor's teaching, widespread sharing of knowledge about the learning process, and comprehensive pedagogical training of graduate students in the course of normal programs.

g. Finally, the provision of professional leaves and opportunities to attend the meetings of learned societies are directly relevant to faculty renewal.

These and other alternatives should be examined carefully and recommendations for funding developed and presented to the legislature.

68. The Council for Postsecondary Education shall empanel a task force consisting of representatives of postsecondary institutions, governmental agencies, and industry to undertake a study of programs of faculty reward and renewal with the objective of making its recommendation to the Council for subsequent recommendation to the legislature prior to November 1, 1977.

With Respect to Nondiscrimination in Faculty Hiring and Retention:

A concern that spans both excellence and accountability is that of maximal utilization of the state's human resources. Not only must educational opportunities be open to all citizens, but there must be a concomitant willingness to employ persons from all groups within the population. The problem has not been so much an unwillingness among the institutions to respond to these needs as one of finding qualified personnel. This is a continuing concern; it is also a condition that should ameliorate as qualified members of ethnic minority groups and women complete their college training. There is no specific recommendation the Council for Postsecondary Education can make in this regard that is not already a feature of institutional policies. The Council can, however, lend its support to the general principle. Accordingly, the following general recommendation is advanced.

69. To assure maximal utilization of the state's human educational resources, all institutions of postsecondary education are encouraged to recruit faculty and administrative staff from all groups within the population to guarantee the full and equal participation of individuals from these groups once they are associated with the institution.

With Respect to Assessing Excellence:

Finally, a recommendation under the goal relating to responsiveness (Goal Recommendation #3) directly bears on concerns for excellence in postsecondary education:

> During a period of necessary emphasis on public accountability and vigorous competition with other social needs for public resources, it is vital that excellence be present at all levels and in all activities. Since there are no general standards of excellence applicable to all, means must be developed to each educational endeavor.

The development of appropriate means to assess educational excellence is a major interest not only to the Council for Postsecondary Education but to all sectors of postsecondary education as well. This task is an item of high priority in the current planning cycle.

70. The Council for Postsecondary Education will collaborate with the various components of postsecondary education in Washington, utilizing the contributions of other agencies and centers in the United States, in the development of a report with recommendations pertaining to the assessment of excellence in education, with the objective of completing this task prior to January 1, 1979.

4. Postsecondary Education Finance

The fourth recommendation under the Council s goal pertaining to Responsiveness refers to the need for adequate financial support. Moreover, it is evident that many of the recommendations of this report bear fiscal implications. Accordingly, general recommendations relating to postsecondary educational finance, particularly with reference to the public colleges and universities. are presented at this point. Those that follow pertain most directly to operations, capital, and auxiliary enterprise finance. Recommendations pertaining to tuition, student assistance programs, support for private higher education, etc., follow later, placed as appropriate throughout the report.

Financing of postsecondary education in Washington is characterized by the following:

a. Student fees which are generally lower than the national average;
b. State, rather than local, tax support;
c. A higher-than-average state effort level in terms of appropriations as a percent of per capita income;
d. A high proportion of state support for operating expenses;
e. Research effort primarily financed by federal funds; and
f. Very small appropriations of general revenue for capital construction.

The major sources of operational support for public postsecondary institutions are state appropriations, federal funds (usually categorical in nature), student fees and charges, and income for sales and services. Since 1959, considerable budgetary commonality has been achieved among the four-year institutions and within the community college system, although some important differences remain. The vocational-technical institutes, because of their organizational location within the local school districts, do not employ the college and university systems but rather the systems used by the public schools under the general guidance of the Superintendent of Public Instruction. As local institutions, they do not submit budgets directly to the Governor or the legislature but are included as an element within the appropriation request of the SPI and are funded on the basis of a formula allocation from the legislature.

With Respect to Program Budgeting:

Both the senior institutions and the community colleges make extensive use of model budget analysis systems in the determination and presentation of their expenditure requirements. These systems are heavily oriented toward formulas which are designed to achieve an equitable distribution of funds and provide a year-to-year benchmark for levels of overall support. While the formula budgeting systems have much to offer in terms of equitable resource allocation, their primary weakness is that they tend to obscure issues related to programs below the major functional level. This is especially true in the area of instruction. It is increasingly recognized that budgeting should be a reflection of the planning process. Institutional roles, areas of program emphasis, program objectives, and so on, are central to the planning process. While such factors are considered in the process of program development, they tend to lose visibility in the formal budget request.

It is generally conceded that the need is for a budgeting system that focuses on educational services to students and on the outcomes of these services. There is also need to recognize valid differences among institutions. Such a budgetary concept is usually encompassed by the term "program budgeting." In view of these needs and the growing interest in such a system, the Council for Postsecondary Education is supportive of program budgeting for postsecondary education.

71. The staff of the Council for Postsecondary Education shall work with the public institutions of postsecondary education, the Office of Program Planning and Fiscal Management, and the legislature in the development of a program budgeting system for postsecondary education with the objective of presenting such a system to the legislature in January, 1977.

While program and formula budgeting may appear to contradict one another, some of the benefits of the formula approach can be retained in a program budget and analysis system. The primary benefits are an assurance of equitable resource allocations for similar programs and the establishment of year-to-year benchmarks of support levels. It is unlikely that "zero-based" budgeting involving a complete analysis is necessary, and many aspects of the institution will have to be considered on an aggregate basis.

Efforts, therefore, should be made to determine if existing formulae, modification of these formulae, or completely new approaches are needed to apportion resources for ongoing activities. The ideal system should be sufficiently flexible to allow for the separate consideration of certain program elements on a fully analytic basis while providing an interpretive link to equitable allocation for those areas not subject to detailed analysis.

72. The Council for Postsecondary Education, in concert with the senior public institutions and the State Board for Community College Education, should explore possibilities for using existing or modified formulae and budget analysis systems in the development of a program budgeting system for postsecondary education.

With Respect to Council Review of Budgets:

The Council for Postsecondary Education is required to review operating and capital budget requests of the senior public institutions for conformity with the state plan and those of community colleges for conformity with the state plan for that system. In performing these review functions and making recommendations to the Office of Program Planning and Fiscal Management and the legislature, the Council has concentrated on major issues; it has not attempted to conduct a comprehensive review. With the adoption of a formal state plan, the Council's budgetary review functions will become sharpened. While its role is not that of a comprehensive budget office, it should examine budget requests and make determinations regarding both the short- and long-range consequences of program requests. Such a perspective is consistent with its degree program review responsibilities. Accordingly, with the adoption of this plan, the Council will continue to work with the Office of Program Planning and Fiscal Management and the legislature to further define and fulfill its budgetary review functions in a complementary manner.

73. The staff of the Council for Postsecondary Education will continue to work with the Office of Program Planning and Fiscal Management in the definition of a concurrent and complementary budgetary review role, with the further objective of implementing a formal review procedure during the budget cycle commencing in 1976.

With Respect to Budget Categories:

The Council for Postsecondary Education has studied postsecondary education finance in detail and has developed a series of policy recommendations to the Governor and the legislature. The following recommendations are based on the findings of that study.

Off-Campus Activities Creditable to a Degree:

The primary budgetary distinction between "regular" (funded) and "extension" (self-sustaining) instruction in the four-year public institutions is the division through which the student registers. If a student registers for courses (sometimes offered on the campus) through an extension or continuing education division, the enrollment is classified as "extension." If the student enrolls through the registrar, the credits are counted as "instruction," whether taken on or off campus. For many years a similar distinction was made between evening programs and those offered during the daytime hours. The artificial nature of this difference has been recognized, and evening programs are now a common and expected part of the institution's instructional services. In recent years, courses which were formerly extension have been counted as regular instruction if taught by a regular faculty member as part of the normal courseload.

A less arbitrary and more easily understood distinction is one based on the relationship of the offerings to the instructional programs of the institution as expressed in terms of occupational or degree objectives. Educational services which lead to an occupational objective or which are creditable toward a degree, diploma, or certificate are instruction. Those which do not, or those which are arranged for the particular benefit and exclusive use of business, government agencies, or other groups, should not be considered "instruction" but budgeted in the public service category. The location of the course, method of delivery, or time of day or night at which it is offered should have no bearing on the budget status of the offerings.

74. The Council for Postsecondary Education recommends that all instructional offerings which are part of a course of studies leading to an occupational objective or creditable toward a degree, diploma, or certificate the institution is authorized to award, including creditable activities currently classified as extension and correspondence, should receive state financial support. Levels of support should be determined by the same assumptions governing support of regular instruction but should account for differences in cost patterns and should be identifiable as a separate budget category. The Council will make this recommendation to the Governor and legislature for implementation in the 1977-79 budget cycle.

Instruction Which Should Be Primarily Self-Supporting:

Historically, extension and correspondence activities within the state have been budgeted on a self-sustaining basis. The Council believes that this pattern should be continued in those instances where the courses are not part of a program of studies leading to a degree.

75. The Council for Postsecondary Education recommends that the following instructional activities be self-sustaining except where the interests of the state clearly indicate some support is advisable:

a. Courses or activities which are established for the primary purpose of meeting the hobby, personal enrichment, and general interest desires of individuals or groups, and

b. Courses, seminars, or workshops which are not part of an ongoing curriculum but which are established at the request and sole benefit of business or industrial firms, community groups, or governmental agencies for their employees or members, and the enrollment which is under the control of these organizations.

In any case where a contract is arranged with a firm or agency for courses, even though they may be part of an ongoing curriculum every effort should be made by the institution to obtain maximum possible reimbursement.

Non-Credit Community Service Programs:

The preceding recommendation has import for community service programs in the community colleges. Community service programs involve two basic types of activities: (1) organized courses, and (2) activities, such as lectures, concerts, etc., not provided within a course structure. Community service programs, perhaps more than any other community college activity, are intended to provide a benefit to citizens who choose not to enroll in courses and programs for credit. Community service activities are a part of the statutory community college mission.

In 1971 the state legislature established priorities for community college funding, and state funding of community services programs was dropped. Since then the community colleges have received no state funds for community service programs, and those which have continued to be offered have been entirely self-sustaining. It is felt that some public funding of community service programs should be considered, although such funding of necessity will have to be at a lower rate than for other community college programs. The general issue of state funding of community service programs should be re-examined with an eye to funding.

76. The Council for Postsecondary Education and the State Board for Community College Education should re-examine the need to fund community services programs with the objective of making specific recommendations to the legislature prior to September 1, 1977.

Summer Session Budgeting:

With a few exceptions, American higher education has treated the summer session as an appendage to the regular academic year. There are arguments in favor of increasing the use of the summer period and moving toward a full calendar year program. Optimum use of physical facilities, staff, equipment, and other resources suggests the treatment of summer sessions as an integral part of the instructional delivery system. The achievement of this goal, however, requires prior careful analysis of cost, program, and enrollment factors. Attempts to mandate full-year programs have sometimes failed because of insufficient analysis of the fiscal impact. Accordingly, it is recommended that summer session instruction continue to be treated separately in budget development pending a detailed analysis of the costs and other impacts of full-year scheduling. The long-range objective, however, should be consideration of the summer session as equivalent to other quarters or semesters.

77. The Council for Postsecondary Education will recommend to the Governor and legislature in January, 1976 that the expenses of instruction offered during the summer term be budgeted as a separate sub-program of the instruction program. Support levels for summer programs should not be based solely on the amount of revenue derived from summer fees.

78. The Council for Postsecondary Education also recommends that summer programs be funded on the basis of staffing and support formulae appropriate to the clientele served. Accordingly, it will undertake a study of the clientele groups served during the summer term and appropriate cost patterns and standards and present its findings and recommendations to the Governor and the legislature prior to November 1, 1977.

Staffing Formulae and Model Budget Systems:

There are substantial disagreements among the institutions concerning the equity of the faculty staffing formula for Instruction and Departmental Research. The existing formula has been in use since 1969, and the reliability of the internal relationships of the formula is questionable. The Council's study of the 1972-73 instructional costs highlighted discrepancies which exist between actual practice and formula assumptions.

Although the other formulae and model budget systems (Plant Operations and Maintenance, Student Services and Libraries) have not received as much institutional criticism (as the faculty formula for Instruction and Departmental Research), questions have been raised by executive and legislative agencies as to the effectiveness of their operation.

The Model Budget System for Plant and Maintenance, being substantially the same for both the community colleges and the senior public institutions, can be used with equity for both sectors. The Student Services Model Budget Systems used by both components, while not identical, can be used to achieve reasonable equity in financial support levels. Additional review of changes made in the community college library formula is necessary before conclusions in that area can be reached.

As enrollments have leveled and resources diminished, possible weaknesses have appeared in several formulae, and a comprehensive review is necessary. This review should be initiated as soon as possible.

79. The Council for Postsecondary Education, in concert with the senior public institutions and the State Board for Community College Education should undertake an examination of existing budget formulae with the objective of completing their study and developing their findings prior to November, 1976.

Capital Budgets:

Throughout the nation there is a growing expression of opinion that physical facility planning should be an integral part of the total institutional planning process and should complement substantive academic program planning. A workable physical facilities planning system is one relating directly to the overall planning process and incorporating procedures for converting raw inputs into a form suitable for the generation of space requirements. Such a system should also include a model for projecting these requirements.

The State Board for Community College Education has developed and used a projection model (the Capital Analysis Model--CAM) for its capital budget purposes. The Interinstitutional Committee of Space Analysts has spent extensive effort in developing an analysis tool for the four-year institutions. While these represent considerable improvements it is clear that in the evolution of higher education facilities needs a standard set of criteria is necessary to ensure fairness and a thorough understanding of capital requirements. Thus, the feasibility of a single physical facilities planning system to be used by all public postsecondary institutions should be studied.

Such a system should be used to determine space requirements based on the state plan, institutional or systemic program goals, and the application of uniform space standards. The result should be an expression of space needs for the universities, state colleges, and the community colleges, with full recognition of the areas of difference among the three sectors.

Since effective physical facilities planning is dependent upon an accurate description of requirements for space, whether that space is used directly for instruction or for indirect support of instruction, public service, or research, realistic standards of space size and usage are integral. Thus, included within the system should be a set of comprehensive space standards, e.g., utilization rates, fullness ratios, station size, etc., to be used by all institutions for planning and budgeting purposes.

Finally, because of continuous enrollment expansion in the past and a resulting heavy emphasis on new construction, the functional and physical obsolescence of capital facilities has not received sufficient attention. Stabilizing enrollment patterns and changing curricular needs have made administrators and planners increasingly aware of the requirements to critically evaluate the status of existing facilities. The aforementioned study should also address a procedure for evaluating obsolescence.

80. The Council for Postsecondary Education shall work in conjunction with a broadly-representative committee to study and recommend a single physical facilities planning system that includes, among its other components, comprehensive space standards and procedures for evaluating obsolescence, and which recognizes valid institutional and segmental differences. This task shall be completed and recommendations made prior to July 1, 1976.

Definition of Capital Costs:

In authorizing the charging of tuition fees at universities, state colleges, and community colleges, the legislature intended that these fees could be used for both the construction and maintenance of facilities. Tuition revenue is deposited in various bond redemption and building fund accounts and is one of the primary sources of support for capital expenditures in postsecondary education. The current definition of capital projects, however, excludes maintenance and repairs of existing facilities, thereby foreclosing the possibility of using this revenue source for major maintenance projects.

With the stabilization of enrollments, institutions will find an increasing need to use tuition funds for major maintenance purposes. The definition of capital expenditures should be expanded to include major maintenance. As a further guideline, it is suggested that the distinction between major and minor maintenance be made identical to the distinction used for projects which require the submission of bids. This figure is $10,000.

It is not intended that this be viewed as a step to reduce operating budget levels for the plant operation and maintenance program but to recognize the validity of major maintenance items for funding from tuition sources.

81. The Council for Postsecondary Education will recommend to the Governor and the legislature in January, 1976 that the current definition of capital expense be revised to include major maintenance and repair expenses in excess of $10,000.

Auxiliary Enterprises:

An auxiliary enterprise exists to provide a service to students at a rate directly related, but not necessarily equal, to the cost of the service. An auxiliary enterprise can be viewed as a convenience service which is also available in the private sector but offered by an institution and not absolutely essential to support the institution's mission.

1. Student Housing and Parking

Student housing is currently financed primarily by user fees, but in many instances a combination of user fees, student services and activities fees, and state funds is employed. In order to maintain low room rates and high occupancy levels, varying forms of subsidies are also used to help finance housing activities. For example, several of the state colleges subsidize the construction of student housing by pledging a portion of student services and activities fees for the repayment of housing bonds. This charge, then, is paid both by students residing in the facilities and students residing elsewhere. The Council's view is that costs, both operating and capital, of such facilities should be borne by the users.

Similarly, patterns for parking operations vary from a requirement that they be self-supporting from users fees at some institutions to free parking at others. The portion of the expense which is not funded from user fees is necessarily supported by general fund revenue budgeted to such activities as plant operation and maintenance.

Both housing and parking facilities serve only those who elect to make use of them. Moreover, auxiliary enterprises such as housing and parking are unique in that they are able to support themselves from funds generated by their operations and need not rely on state funds, gifts, or grants, as do other activities.

82. The Council for Postsecondary Education will recommend to the Governor and Legislature in January, 1976 as a long-term objective that the operating and capital costs of new student housing and all parking be borne by the users of those facilities, including students, staff, and the general public.

2. Food Services

Policies concerning charges for the cost of utilities, maintenance, and custodial services for food service programs vary among institutions. There is also some indication that operational subsidies are provided in some instances to keep selling prices low or to offset operational deficits. It is also a practice in some institutions to fund a portion of the debt service expense with student services and activities fees. Nearly all of the initial food services facilities at community colleges were constructed through state funds, including tuition.

While institutional food services may be likened to private enterprises which must secure the funds needed for construction and expense from sales to customers in a competitive market, there are some differences. College and university food services frequently must meet the needs of students who cannot easily get to commercial services. As such they must be available when demand is significantly less than normal. There is, therefore, some need to fund deficits from services and activities fees or general revenues. However, the creation of operating deficits through policies which drive food below current market conditions does not appear justified. Costs of food services should be properly charged to the users of these services.

83. The Council for Postsecondary Education will recommend to the Governor and the Legislature in January, 1976 that the operating costs of resident dining facilities, student center cafeterias or food services, snack bars or vending machines be borne to the extent possible by charges to the users of those services. If operational deficits are unavoidable, then services and activities fees in proportion to student use or discrete, clearly identified general revenue subsidies may be used.

84. The Council will also recommend that the capital costs of expansions, replacement, or major additions to food service facilities be wholly funded by accumulated or pledged revenue from user charges. Initial food service facilities may be funded from a combination of user charges, student fees, or treasury bonds, in view of the multiple use of these facilities.

3. Student Unions or Centers

Because of the large number of necessary non-revenue producing activities, student unions cannot be expected to be wholly financed from user fees. Instead, they must be supported by a combination of user fees and student services and activities fees. This should apply both to operating and capital expenses of student unions in state colleges and universities. In the case of construction costs of community colleges, however, student unions can be in part financed from state treasury funds, such as general funds or general obligation bond proceeds. This is because the community college student is typically a commuter who relies upon the student union as a study and general rest area for use between classes. Such students do not normally have access to a dormitory or well-equipped library study space. In addition, the community college student activity fee is small, and existing law prohibits bonding against these fees for construction purposes.

In those cases where student services and activities fees are used to support student union costs, some tangible benefit should accrue to students that are not available to other users. Examples could include reduced rates for activities, free meeting rooms, etc.

85. The Council for Postsecondary Education will recommend to the Governor and the legislature in January, 1976 that the operating and capital costs of future student union facilities exclusive of food service activities, at four-year institutions be funded by user charges and services and activities fees and that construction costs of union facilities in community colleges be funded from user charges, and student tuition fees, recognizing the multiple use of these facilities.

Access

The goal on Access calls for the existence of educational opportunities without regard to sex, ethnic origin, socio-economic status, age beyond high school age, or geographical location. This goal has implications for policies on admissions, tuition and fees, student assistance, and a variety of special programs.

1. Enrollment Patterns

Any consideration of access to postsecondary education must commence with a review of enrollment patterns. Because of the general lack of comparable information for the vocational-technical institutes and the proprietary schools, much of the review that immediately follows applies to the colleges and universities, the groups traditionally considered as "higher education."

As noted previously, Washington ranks high nationally in most indices of participation in higher education, including the portion of college-age youth attending college--the comparative index most frequently used. The most recent figures are those prepared by the U.S. Bureau of the Census; these figures are now nearly three years old. Table 3 indicates the percentage of all students in institutions of higher education compared to the total state population for 1970 and 1972. Washington's placement in the ranking moved from seventh place in 1970 to fourth in 1972. If only first time students are considered (students who have not previously enrolled in higher education programs), the state ranked second nationally in 1972 (Table 4).

Changes in participation rates for persons 16 years of age and older (enrollees per thousand population) since 1965 to the present are shown on Figure 10. Among the sectors of higher education, the private colleges and universities represent the most stable pattern, although they have shown some growth since 1970. The public senior institutions experienced growth in participation rates from 1965 to 1970, but they have not increased during the current decade. The community colleges continue to enjoy increasing participation, but the best-fitting straight line for 1965-70 has nearly twice the slope of the best fitting line for 1970-74, or about twice the rate of growth in participation.

With Respect to Age:

Buried in the figures on overall participation rates is information on the age profile of the clients of the several sectors. Figure 11 demonstrates the changes in the age distribution of the clients of private colleges and universities occurring between 1971 and 1974. The most obvious changes are a decline in the proportion comprised of 18-21 year olds and a nearly 50 percent increase in the proportion of clients 23 years of age and older, including, significantly, those 30 years and older.

TABLE 3

PERCENTAGE OF ALL STUDENTS IN INSTITUTIONS OF HIGHER EDUCATION AS COMPARED TO TOTAL STATES POPULATION FALL, 1970 AND 1972

	Fall, 1970		Fall, 1972	
Rank	State	Percentage	State	Percentage
1	Utah	7.474	Utah	7.340
2	California	6.293	California	6.830
3	Arizona	6.214	Arizona	6.461
4	Colorado	5.510	Washington	5.670
5	Oregon	5.465	Oregon	5.654
6	Massachusetts	5.327	Hawaii	5.605
7	Washington	5.292	Massachusetts	5.583
8	Vermont	4.969	Colorado	5.581
9	North Dakota	4.933	Vermont	5.565
10	Idaho	4.867	Rhode Island	5.337
11	Rhode Island	4.746	Wyoming	5.176
12	Hawaii	4.742	Delaware	4.966
13	South Dakota	4.614	Kansas	4.843
14	Wisconsin	4.562	Wisconsin	4.821
15	Wyoming	4.527	North Dakota	4.801
16	Kansas	4.504	Oklahoma	4.687
17	Nebraska	4.473	Idaho	4.677
18	Michigan	4.441	New York	4.638
19	Delaware	4.352	New Mexico	4.618
20	New Mexico	4.304	Alaska	4.612

Sources: 1970 - American Council on Education, "A Fact Book on Higher Education," p. 71.25.
- U. S. Bureau of Census "Current Population Reports;" Series P-25, No. 459, p. 2.

1972 - U. S. Bureau of the Census "Current Population Reports," Series P-25, No. 488, p. 2.
- U. S. Office of Education, "Opening Fall Enrollment in Higher Education," Fall, 1972, Table 5. Prepublication Release, December, 1973.

TABLE 4

PERCENTAGE OF FIRST TIME STUDENTS* IN INSTITUTIONS OF HIGHER EDUCATION AS COMPARED TO TOTAL STATES POPULATION FALL, 1970 AND 1972

	Fall, 1970		Fall, 1972	
Rank	State	Percentage	State	Percentage
1	Arizona	1.907	Oregon	1.845
2	Wyoming	1.727	Washington	1.813
3	Utah	1.606	Arizona	1.668
4	Washington	1.597	Wyoming	1.536
5	Idaho	1.572	California	1.321
6	Oregon	1.572	North Dakota	1.317
7	Hawaii	1.551	Utah	1.261
8	North Dakota	1.519	Wisconsin	1.233
9	California	1.492	Colorado	1.199
10	Delaware	1.461	Delaware	1.190
11	Vermont	1.412	Hawaii	1.150
12	Massachusetts	1.391	South Carolina	1.065
13	Colorado	1.370	Kansas	1.009
14	Rhode Island	1.351	Nevada	.985
15	Montana	1.226	Alaska	.968
16	Kansas	1.211	North Carolina	.935
17	Wisconsin	1.183	Idaho	.922
18	South Dakota	1.123	Michigan	.921
19	North Carolina	1.098	Virginia	.906
20	Illinois	1.064	Massachusetts	.898

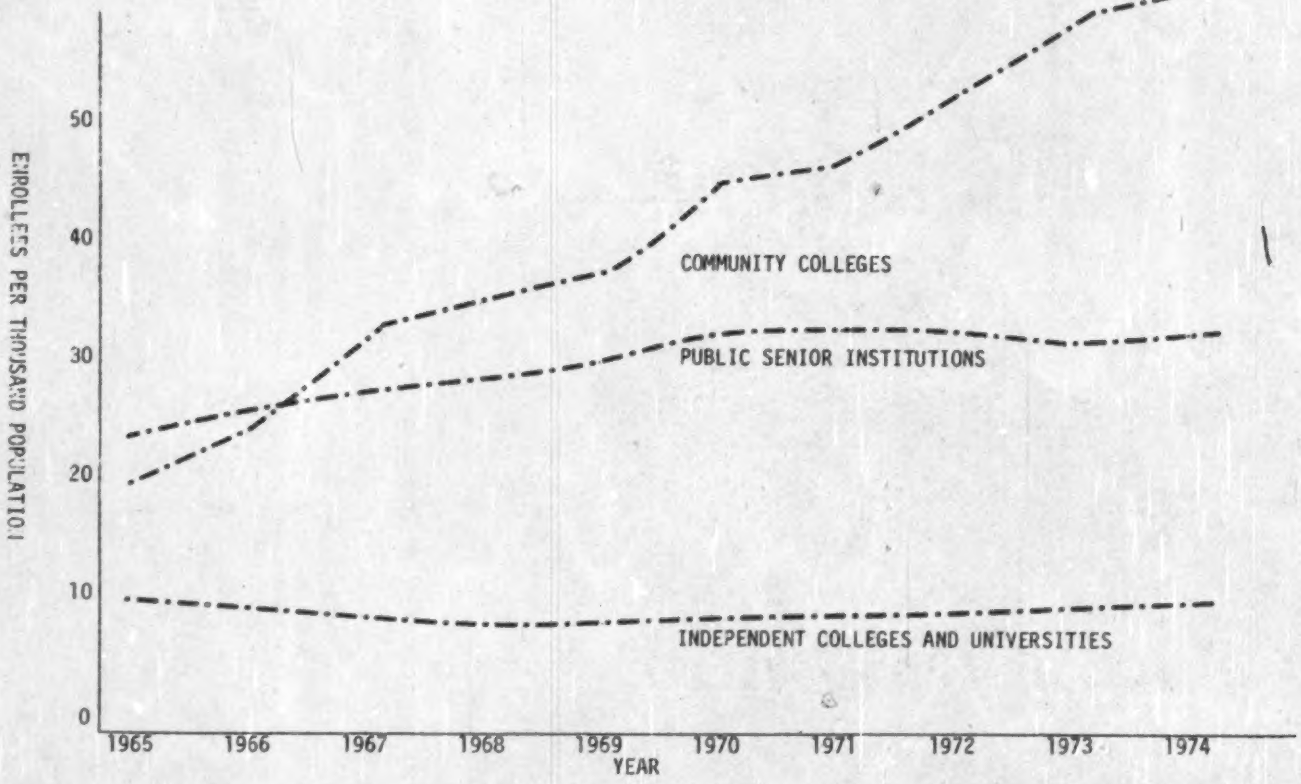
*A first-time student is defined as a new freshman (in the fall term) who has never previously been enrolled in an institution of higher education. Opening Fall Enrollment, 1970

Sources: 1970 - American Council on Education, "A Fact Book on Higher Education," p. 71.25.
- U. S. Bureau of Census "Current Population Reports," Series P-25, No. 459, p. 2.

1972 - U. S. Bureau of the Census "Current Population Reports," Series P-25, No. 488, p. 2.
- U. S. Office of Education, "Opening Fall Enrollment in Higher Education," Fall, 1972, Table 5. Prepublication Release, December, 1973.

FIGURE 10

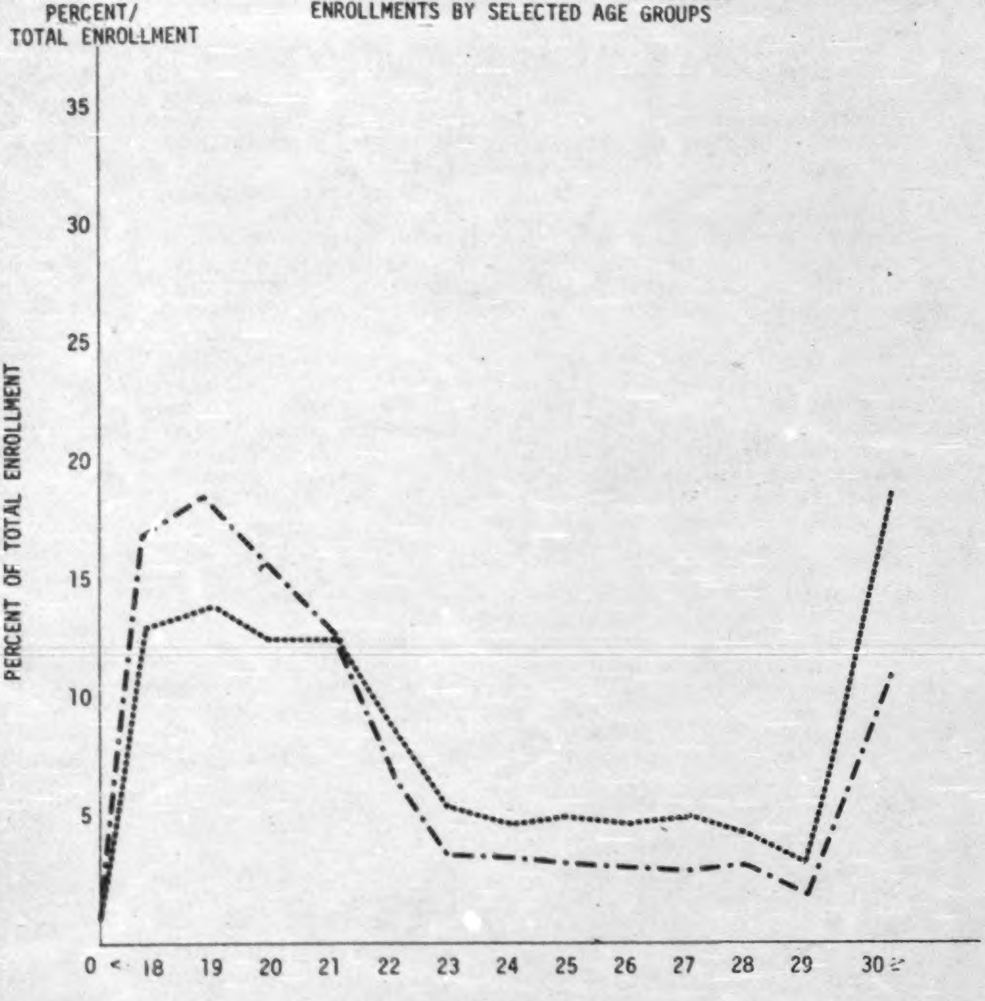
TRENDS IN PARTICIPATION RATES
PERSONS 16 AND OVER
PUBLIC SENIOR, PRIVATE COLLEGES AND UNIVERSITIES,
AND COMMUNITY COLLEGES



Source: Derived from OPP&FM data on population and Higher Education Enrollment Projection Reports.

FIGURE 11

PARTICIPATION PROFILE
INDEPENDENT COLLEGES AND UNIVERSITIES
ENROLLMENTS BY SELECTED AGE GROUPS



Source: OPP&FM, Higher Education Enrollment Projection Reports.

1971 —·— AND 1974 ············

Figure 12 shows the changes that have occurred in the corresponding profile for the public senior institutions. These changes are similar in direction to those of the private institutions, but they are significantly smaller in degree. The private colleges and universities whether by virtue of their size, location, or of necessity, have demonstrated a capacity to adapt their service profile to the changing population profile.

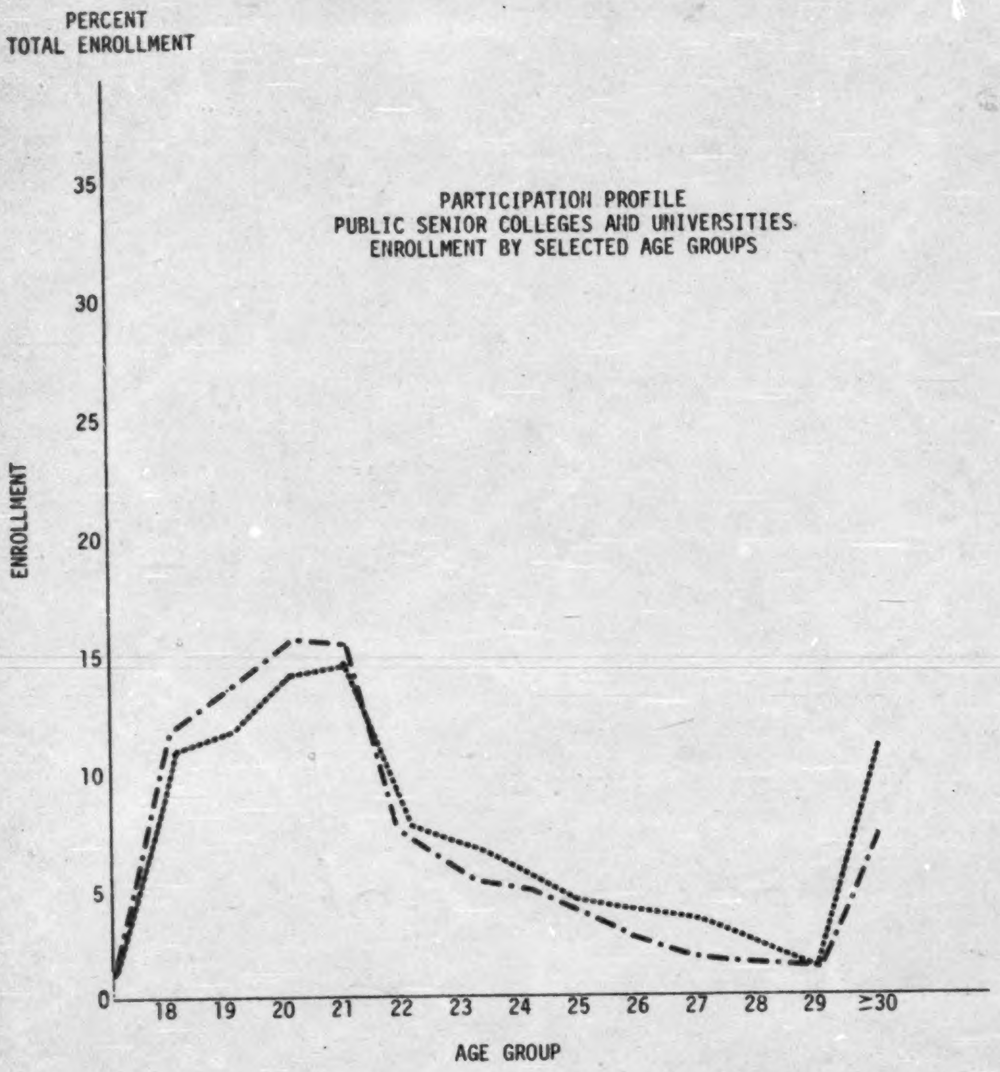
In the community colleges (Figure 13) the decline in the proportion comprised of "traditional" college age clients is comparable with that experienced by the private institutions, and the growth in the proportion of those 21 years and over is nearly as pronounced.

Figure 14 displays the service profiles for the three sectors. In most respects the profile for the private institutions is intermediate between the public two-year and four-year institutions. The skewness of the peak corresponding to the immediate post-high school group may indicate the presence of a two-year transfer function for these institutions, in view of the similarity with the shape of the peak for the community colleges. In any event, the private institution profile appears in many respects to be a hybrid of those of the two public sectors.

While the participation rates for persons beyond what has been traditionally considered college age are changing, there is some question of the existence of educational opportunities for persons in the upper-age categories. Earlier comments on the recommendations of the Governor's Task Force of Aging are contained in the goals section of this report and need not repeated here. The likely ultimate solution to educational opportunities for the elderly lies in a comprehensive state program, one in which institutions are reimbursed by the state for costs of lowered tuitions and special programs, or educational grants are made available to such persons to assist them in offsetting their educational costs. With such programs, senior citizens could enroll as regular students and take advantage of the array of program opportunities available within the colleges and universities. There is, however, a more immediate need for access to postsecondary educational opportunities that can be met through provisions for attendance on a space-available basis. This is not the best solution, since it will be necessary for persons wishing to take advantage of it to wait until after the classes are enrolled to see if there will be openings, and there are likely to be high demand courses they will not be able to take. But as an interim measure, it offers a means to expanded access for the elderly.

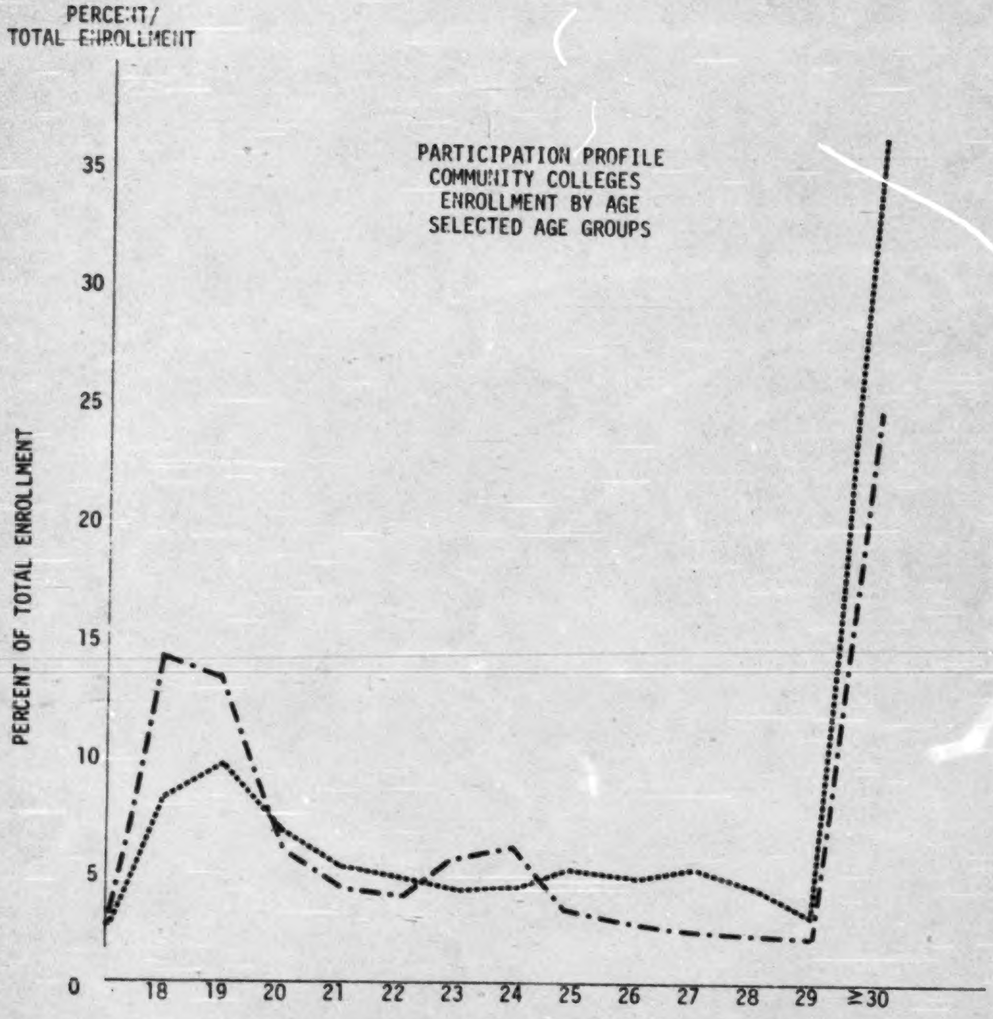
86. The Council for Postsecondary Education supports the offering of tuition-free educational opportunities to persons in advanced age categories on a space-available basis. The Council shall determine the extent of any costs associated with such action.

FIGURE 12



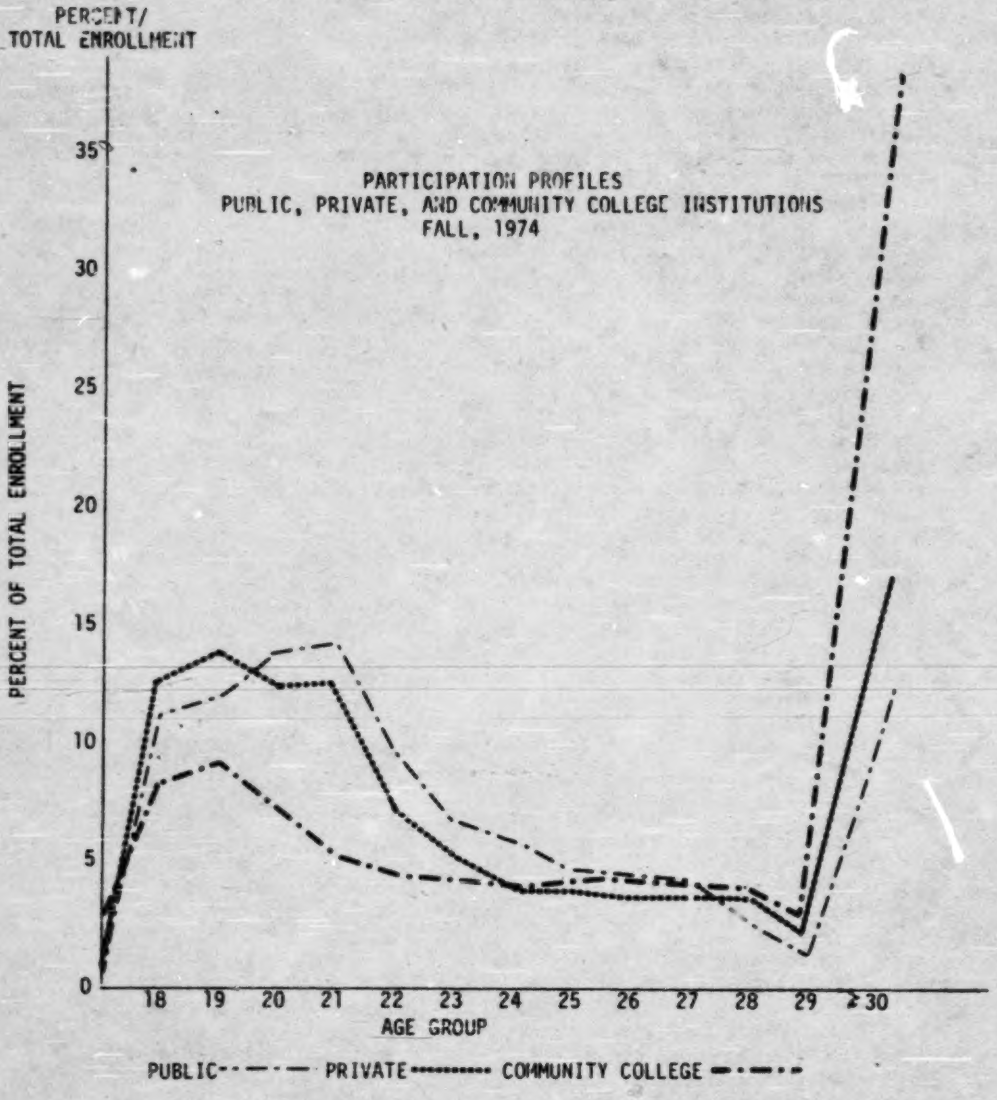
Source: OPP&FM, Higher Education Enrollment Projection Reports.
Fall, 1971 —·— AND 1974 ············

FIGURE 13



Source: OPP&FM, Higher Education Enrollment Projection Reports.
Fall, 1971 —·— AND 1974 ....

FIGURE 14



PARTICIPATION PROFILES
PUBLIC, PRIVATE, AND COMMUNITY COLLEGE INSTITUTIONS
FALL, 1974

Source: OPP&FM, Higher Education Enrollment Projection Reports.

With Respect to Women

When participation rates by sex are examined, it becomes apparent that the ratios of men to women in the three segments is largely a function of age. Within the traditional college age groups the participation rate among men is considerably greater than that among women. Beyond the traditional age groupings, however, this condition reverses (Figure 15). The figure varies somewhat among the three segments. In the case of persons below age 21 years, the private colleges serve considerably more women than men (men:women = 0.84), the public senior institutions serve about equal numbers of men and women (men:women = 1.01), and the community colleges serve more men than women (men:women = 1.13).

Again, when persons beyond the traditional age groups are considered, the patterns reverse: among persons 22 years and older, the private institutions serve more than twice as many men as women (men: women = 2.19); the public senior institutions serve considerably more men than women (men:women = 1.58); and the community colleges serve more women than men (men:women = 0.96).

Combining the segments, the overall ratio of men to women is 1.12; for those 21 years and under the ratio of men to women is 1.05; and for those 22 years and older the ratio of men to women is 1.15. Participation for women is overall less than men, but the greatest difference occurs beyond the conventional college age. Whether by reason of logistics, economics, or conception, women 22 years and older are under-represented within the three segments, and this effect is severe for the senior institutions, public and private. In view of the prevalence of part-time attendance among older students in the community colleges, the participation in terms of full-time equivalents may be even more unbalanced than the headcount data show.

It is arguable that there are valid reasons for the lower participation of women (childbearing for example), but the burden of proof that this condition represents acceptable public policy rests on those who would rationalize it. The differences between the segments suggests some hypotheses:

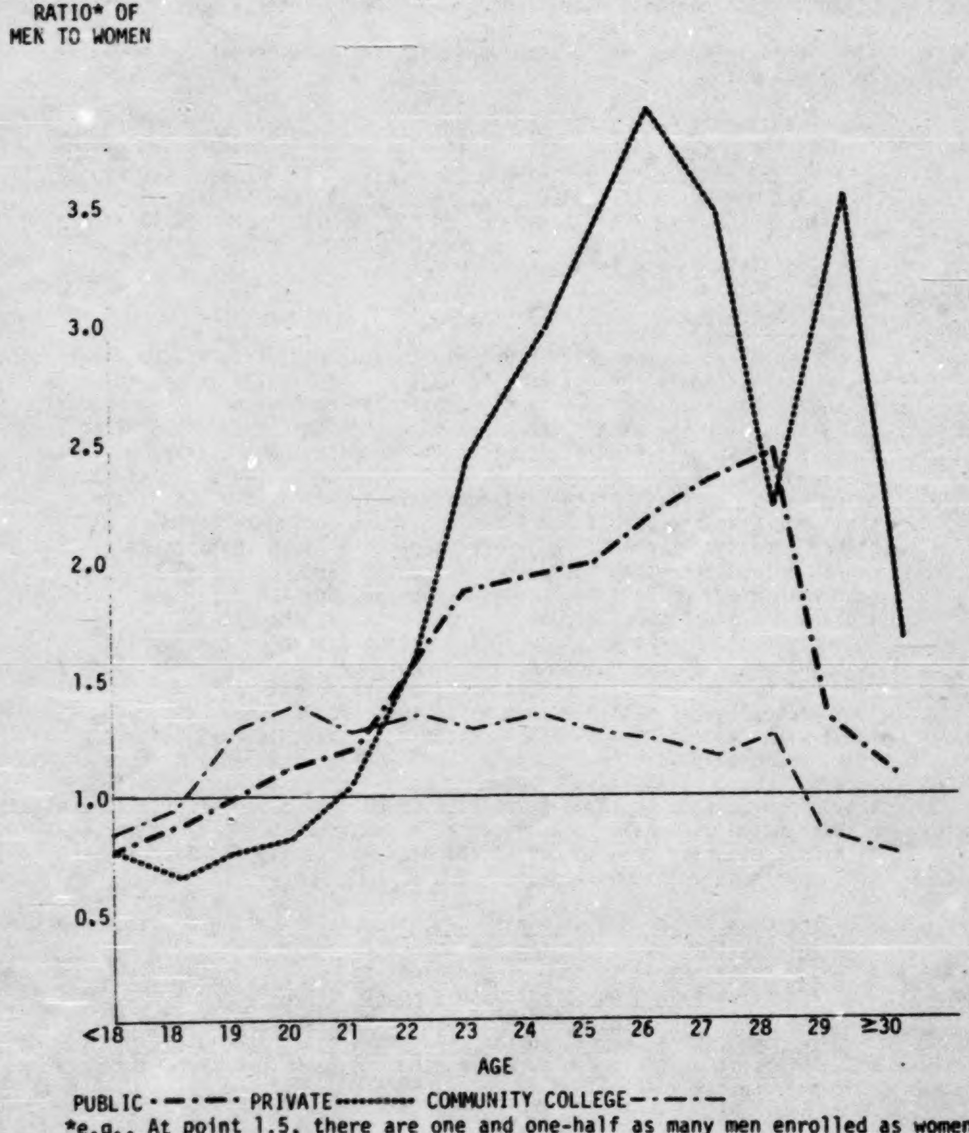
a. Women over 22 years old are under-represented at the private institutions for economic reasons.

b. Women over 22 years old are under-represented at the public senior institutions for logistic and programmatic reasons.

c. The relative balance that exists in the community colleges results from the logistic and economic accessibility of their programs.

d. The imbalance in participation within the senior institutions is indicative of a lack of presence of women in graduate programs (i.e., the disparity becomes particularly pronounced at about the age students complete their baccalaureate degrees--this suggests that many men continue directly into graduate school while women enter the employment market).

RATIOS OF MEN TO WOMEN
FOR SELECTED AGE GROUPS
PUBLIC, PRIVATE, AND COMMUNITY COLLEGE INSTITUTIONS
Fall. 1974



*e.g., At point 1.5, there are one and one-half as many men enrolled as women.

Source: OPP&FM, Higher Education Enrollment Projection Report.

The question of participation of women is unresolved, but it has significant implications for governmental affirmative action programs: if women lack the educational credentials for management positions they will remain under-represented in the upper employment echelons. The problem offers an important prototype for other questions of affirmative action, since confounding variances are largely controllable for this group. For these reasons, the participation of women in higher education needs to be carefully studied and policy recommendations developed and implemented.

87. The Council for Postsecondary Education will undertake an analysis of the participation rates of females in postsecondary education during the 1975-77 biennium. To assist in this study, the Council will empanel a task force consisting of representatives of postsecondary institutions and the general public. The objective will be the development of policy recommendations to the Governor, the legislature, and the institutions.

With Respect to Ethnic Minorities

There are no generally acceptable indicators of "sufficient" participation among various social groupings. Perhaps a useful guide is the presence of participants in postsecondary education in comparison with the portion the group comprises within the population. If this index is applied to members of minority ethnic groupings it becomes apparent that except for American Indians and persons with Spanish surnames, the state is not doing badly, at least at the undergraduate level. Table 5 indicates that undergraduate Blacks and Asian Americans are represented in all higher education segments in greater proportion than their respective ethnic groups represent in the population at large. This is not the case with American Indians or persons bearing Spanish surnames. American Indians are proportionately under-represented in the private colleges and universities generally and at the graduate level in the public institutions. In every segment and at both educational levels, Spanish-surnamed persons are proportionately under-represented.

These figures indicate that while some progress has been made, at least with respect to some ethnic groupings, there is much left to be done, especially with regard to American Indians and Spanish-surnamed persons. Once again it is apparent that if the state's affirmative action programs in employment are to succeed, the colleges and universities of Washington will have to provide the educational preparation members of ethnic minority groups need to compete effectively for the mid- and upper-management positions.

88. The Council for Postsecondary Education requests the colleges and universities to re-examine and intensify their efforts to attract and retain students from ethnic minority groups. Particular attention should be directed to graduate programs and to programs designed to attract American Indians and persons with Spanish surnames. The Council further requests that these institutions inform it of the steps taken and the progress they have made prior to June, 1977.

TABLE 5

REPRESENTATION OF ETHNIC MINORITIES IN THE SEGMENTS OF WASHINGTON HIGHER EDUCATION AS A PERCENTAGE OF THEIR REPRESENTATION IN THE GENERAL POPULATION

SEGMENT	LEVEL	STUDENT STATUS	BLACK	AM INDIAN	ASIAN AMERICAN	SPAN SURNAME
PUBLIC SENIOR	UNDERGRAD	FULL-TIME	136%	111%	236%	39%
		PART-TIME	131	65	222	43
		TOTAL	136	105	234	39
	GRADUATE	FULL-TIME	125	57	209	43
		PART-TIME	73	36	109	37
		TOTAL	105	49	170	40
PRIVATE	UNDERGRAD	FULL-TIME	127	62	226	33
		PART-TIME	140	105	147	30
		TOTAL	128	71	217	33
	GRADUATE	FULL-TIME	146	175	222	31
		PART-TIME	120	42	156	22
		TOTAL	124	65	168	24
COMMUNITY COLLEGE		FULL-TIME	193	193	104	79
		PART-TIME	76	113	106	61
		TOTAL	125	145	105	68

Source: Derived from Office of Civil Rights, HEW, Student Enrollment Survey and U.S. Department of Commerce, Bureau of Census (1974 Estimated by OPP&FM)

With Respect to Nonresidents

Nonresident enrollments have generally declined in this state since 1970. In the public colleges and universities, they dropped from 12.4 percent in 1970 to 8.4 percent in 1974. In the community colleges there has been a slight increase during the past 2 years, from 2.3 percent to 2.4 percent of total enrollments. A similar slight increase was experienced by the private colleges and universities, from 38.0 to 38.3 percent.

In 1971 a statute was enacted by the legislature to clarify determination of residency for tuition and fee purposes. The enactment of this statute corresponds with the general declines in nonresident enrollment, suggesting that some students previously classified as nonresidents changed their status, and that others elected not to enroll in Washington institutions because of costs.

The Council believes that the presence of nonresidents in Washington institutions is a contributing factor to the overall quality of the educational experiences of all students. At the same time it believes there is no immediate cause for concern in the recent declines in nonresidents in these institutions.

Rather than a general policy aimed at the attraction of nonresidents to Washington institutions, perhaps through a reduction in nonresident fees, the Council believes that the waiver or reduction of nonresident fees should be on a selective basis as part of programmatic or general reciprocity agreements with surrounding states and Canadian provinces. Recommendations addressing this possibility are presented elsewhere in this report.

With Respect to County of Origin

The participation rates of residents of Washington indicate a correlation between proximity of an institution and place of residence. The Council for Postsecondary Education, in cooperation with the State Board for Community College Education and the various institutions, reviewed these patterns for the fall, 1970 term. While the results are now dated, the patterns that were revealed are important.

The rank order of counties by rate of enrollment (Table 6) may be compared to distribution of county population by institution (Table 7). Lincoln County, the county with the highest participation rate in the state, 7.75 percent, is within the geographically accessible range of Spokane County and the institutions located therein. Ferry County, with the lowest participation rate in the state, 1.83, is not geographically accessible to either two- or four-year institutions.

The data suggest that students who must remove themselves to a city with an institution of higher learning tend to enroll directly into senior institutions, even though a community college may be located in the city. If a community college is located close to home, students tend to take advantage of it.

TABLE 6

RANK ORDER OF COUNTIES
BY PERCENTAGE OF POPULATION ENROLLED
IN TWO- AND FOUR-YEAR, PUBLIC AND PRIVATE INSTITUTIONS
1970

Rank	County	Population	Enrollment	% Enrolled
1	Lincoln	9,572	742	7.75
2	Benton	67,540	4,353	6.45
3	Walla Walla	42,176	2,678	6.35
4	Kitsap	101,732	6,093	5.99
5	Skagit	52,381	3,107	5.93
6	Pend Oreille	6,025	350	5.81
7	Franklin	25,816	1,492	5.78
8	Whitman	37,900	2,188	5.77
9	Grays Harbor	59,553	3,382	5.68
10	Pacific	15,796	818	5.18
11	Garfield	2,911	146	5.02
12	Clallam	34,770	1,718	4.94
13	Cowlitz	68,616	3,377	4.92
14	King	1,156,633	56,831	4.91
15	Chelan-Douglas	58,142	2,708	4.66
17	Lewis	45,467	2,087	4.59
18	Spokane	287,487	13,134	4.57
19	Snohomish	265,236	11,734	4.42
20	Clark	128,454	5,365	4.18
21	Island	27,011	1,124	4.16
22	Thurston	76,894	3,089	4.02
23	Pierce	411,027	16,291	3.96
24	Grant	41,881	1,631	3.89

TABLE 6 cont.

RANK ORDER OF COUNTIES BY PERCENTAGE OF POPULATION ENROLLED IN TWO- AND FOUR-YEAR, PUBLIC AND PRIVATE INSTITUTIONS

1970

Rank	County	Population	Enrollment	% Enrolled
25	Adams	12,014	454	3.78
26	Yakima	144,971	5,457	3.76
27	Columbia	4,439	167	3.76
28	Stevens	17,405	609	3.50
29	Mason	20,918	721	3.45
30	Whatcom	81,950	2,658	3.24
31	Wahkiakum	3,592	114	3.17
32	Jefferson	10,661	336	3.15
33	Kittitas	25,039	682	2.72
34	Okanogan	25,867	689	2.66
35	Klickitat	12,138	283	2.33
36	San Juan	3,856	88	2.28
37	Skamania	5,845	117	2.00
38	Asotin	13,799	262	1.90
39	Ferry	3,655	67	1.83
	Totals	3,409,169	157,142	4.61%

TABLE 7

Resident Enrollment Distribution by Type of Institution

COUNTY	PUBLIC UNIV.		PUBLIC FOUR-YEAR COLLEGES		TOTAL PUBLIC 4-YR INST.		PRIVATE INST.		COMMUNITY COLLEGES	
	Number	%	Number	%	Number	%	Number	%	Number	%
Adams	149	33	113	25	262	58	28	6	164	36
Asotin	126	48	70	27	196	75	28	11	38	15
Benton	812	19	616	14	1,428	33	131	3	2,794	64
Chelan-Douglas	613	23	576	21	1,189	44	98	4	1,421	52
Clallam	236	14	188	11	424	25	81	5	1,213	71
Clark	732	14	411	8	1,143	21	137	3	4,085	76
Columbia	46	28	36	22	82	49	11	7	74	44
Cowlitz	448	13	296	9	744	22	114	3	2,519	75
Ferry	32	48	19	28	51	76	3	4	13	19
Franklin	242	16	218	15	460	31	61	4	971	65
Garfield	83	57	34	23	117	80	8	5	21	14
Grant	444	27	394	24	838	51	79	5	714	44
Grays Harbor	356	11	313	9	669	20	131	4	2,582	76
Island	169	15	192	17	361	32	33	3	730	65

TABLE 7 cont.

COUNTY	PUBLIC UNIV.		PUBLIC FOUR-YEAR COLLEGES		TOTAL PUBLIC 4-YR INST.		PRIVATE INST.		COMMUNITY COLLEGES	
	Number	%	Number	%	Number	%	Number	%	Number	%
Jefferson	83	25	45	13	128	38	13	4	195	58
King	19,572	34	5,148	9	24,720	43	4,154	7	27,957	49
Kitsap	736	12	534	9	1,270	21	247	4	4,576	75
Kittitas	161	24	401	59	562	82	12	2	108	16
Klickitat	81	29	83	29	164	58	9	3	110	39
Lewis	273	13	278	13	551	26	96	5	1,440	69
Lincoln	170	23	181	24	351	47	34	5	357	48
Mason	123	17	101	14	224	31	54	7	443	61
Okanogan	237	34	212	31	449	65	34	5	206	30
Pacific	82	10	100	12	182	22	25	3	611	75
Pend Oreille	34	10	75	21	109	31	23	7	218	62
Pierce	3,084	19	1,682	10	4,766	29	2,503	15	9,022	55
San Juan	27	31	29	33	56	64	8	9	24	27
Skagit	400	13	496	16	896	29	74	2	2,137	69
Skamania	39	33	39	33	78	67	1	1	38	32

TABLE 7 cont.

COUNTY	PUBLIC UNIV.		PUBLIC FOUR-YEAR COLLEGES		TOTAL PUBLIC 4-YR INST.		PRIVATE INST.		COMMUNITY COLLEGES	
	Number	%	Number	%	Number	%	Number	%	Number	%
Snohomish	1,988	17	1,079	9	3,067	26	426	4	8,241	70
Spokane	2,341	18	4,164	32	6,505	50	1,984	15	4,645	35
Stevens	128	21	153	25	281	46	47	8	281	46
Thurston	636	21	431	14	1,067	35	434	14	1,588	51
Wahkiakum	13	11	23	20	36	32	10	9	68	60
Walla Walla	432	16	294	11	726	27	592	22	1,360	51
Whatcom	429	16	1,598	60	2,027	76	78	3	553	21
Whitman	1,020	47	271	12	1,291	59	67	3	830	38
Yakima	1,271	23	988	18	2,259	41	263	5	2,935	54
TOTALS	37,848	24.09%	21,881	13.92%	59,729	38.01%	12,131	7.72%	85,282	54.27%

Enrollment figures are also high for geographically accessible four-year institutions. In this case, however, students are twice as likely to enroll in public universities as state colleges. The possible explanation may be the broader prorgram offerings available at the universities (a more recent factor, which would not influence the percentages reported on the preceding tables, is the comparatively limited tuition differential between the state colleges and universities; the additional cost of attending a university is a relatively marginal consideration because of this). Students are approximately five times as likely to enroll in a public senior institution as a private college or university and about twelve times as likely to enroll in a public institution (two-year and four-year) as a private institution. Lending further substance to the presumption that distance is a critical determinant of institutional choice, with one exception (San Juan County) the participation fractions in private colleges and universities are highest for those counties that either contain or are in close proximity to a private college or university (Asotin, Columbia, King, Mason, Pend Oreille, Pierce, Spokane, Stevens, Thurston, and Walla Walla). The highest participation fractions in private institutions are in those counties where the private college or university is located, and where a public senior institution is lacking.

The data on counties of origin generally indicate that in the case of small private colleges and community colleges, students prefer the closest accessible institution, located either in the county of residence or in an immediately adjacent county.

Similar findings emerge when the data are turned around and examined from the perspective of enrollment origins. In the case of the public senior institutions, Washington State University appears to have the broadest representation of students from the state. It draws students from distant localities in more significant numbers than any other Washington public institution. Nearly 35 percent of its enrollment is from Snohomish, King, and Pierce Counties, and a little more than 50 percent comes from domiciles west of the Cascades. Slightly more than 13 percent is drawn from Spokane County. On the basis of these patterns it is evident that WSU relates to a statewide rather than a local educational service area.

Nearly 83 percent of the students attending the University of Washington emanate from King, Pierce, and Snohomish Counties, the three counties comprising the Seattle metropolitan area. Ninety percent of its students are from counties forming a tier located west of the Cascades and east of the Olympics, a tier comprising the most densely populated area of the state. In 1972, less than 1,000 students came from Spokane County, on the eastern side of the state, and 66 percent were from King County alone.

The student residency patterns of the state colleges are fairly cohesive. Central Washington State College draws a large percentage of its enrollments from King, Pierce, and Snohomish Counties (41 percent). An additional 28 percent emanate from Chelan, Kittitas, Yakima, Benton, Klickitat, and Grant Counties. Together these centrally located counties (which include King County) contribute approximately 70 percent of Central's students.

With respect to Eastern Washington State College, Spokane County, the county of its location, provides nearly 62 percent of the school's students. Seventy percent are from residences in Spokane, Pend Oreille, Stevens, Lincoln, Adams, and Whitman Counties.

Seventy-five percent of Western Washington State College's students emanate from Whatcom, Skagit, Snohomish, King, and Pierce Counties, all located on a tier west of the Cascades. The Evergreen State College's students are drawn extensively from King, Pierce, and Thurston Counties, and to a lesser extent, from Kitsap and Mason Counties.

For the state colleges, in particular, enrollment declines with increasing distance from the college, and distance becomes a major determinant of enrollment decisions.

As with the four-year public institutions in Washington, but perhaps even more so, strong correlations between institutional locations and the origins of students exist for all of the community colleges. These indicate that students in each institution emanate from localities in proximity to the institution, and this holds true in each case. Taking the community colleges individually, and looking at fall, 1970 enrollment figures, the following percentages apply:

Community College	County of Student Origin	%
Bellevue Community College	King County	98.4%
Big Bend Community College	Grant	70.1
Centralia College	Thurston/Lewis	92.7
Clark College	Clark	94.2
Columbia Basin College	Benton	70.6
Everett/Edmonds	Snohomish	83.9
Fort Steilacoom	Pierce	93.4
Grays Harbor College	Grays Harbor	80.8
Green River Community College	King	82.1
Highline Community College	King	94.0
Lower Columbia College	Cowlitz	94.0
Olympic College	Kitsap	87.2
Peninsula	Clallam	82.7
Seattle Community Colleges	King	90.4
Shoreline	King	86.8
Skagit Valley	Skagit/Island	78.7
Spokane Falls/Spokane Community College	Spokane	70.7
Tacoma Community College	Pierce	94.5
Walla Walla Community College	Walla Walla	90.2
Wenatchee Valley College	Chelan	79.9
Yakima Valley College	Yakima	84.4

Except for Whitman College, the same phenomenon is apparent among the private colleges and universities. Using the same data base, the following percentages of enrollments emanate from the county of the institution's location for the private colleges and universities:

College or University	County of Student Origin	%
Fort Wright College	Spokane County	77.7%
Gonzaga University	Spokane	63.3
Pacific Lutheran University	Pierce	54.2
St. Martin's College	Thurston	49.4
Seattle Pacific	King	67.6
Seattle University	King	76.1
University of Puget Sound	Pierce	57.0
Walla Walla College	Walla Walla	54.1
Whitman College	Walla Walla	20.2
Whitworth College	Spokane	75.2

These patterns have obvious implications for the identification of institutional roles and missions for the colleges and universities of this state. For the moment, however, it is sufficient to note that the distribution of the total institutional structure, public and private, across the State of Washington is impressive: there is virtually no population center of substantial size that is outside commuting distance to some institution of higher learning. When the vocational-technical institutes and the proprietary schools are considered, the picture becomes still more impressive.

The state has gone as far as prudence warrants in the establishment of conventional primary campuses as a means to increase participation in higher learning. While it is evident that geographical access is an impediment to residents of some slightly-populated areas, there are other mechanisms, agreements with surrounding jurisdictions and the provision of off-campus educational programs in existing structures, through which such residual needs can be met.

89. The Council for Postsecondary Education recommends the creation of no additional conventional college or university primary campuses in Washington during this planning cycle.

Access can be impeded by factors comparable to geography even when institutions are located nearby. For example, although Seattle is directly served by a number of community colleges and three senior institutions, only one of the senior institutions is a public facility. The population mass of Seattle is so great that several authorities have recommended the creation of additional public senior institutions in the area (e.g., College Entrance Examination Board and the Carnegie Commission). The continuing demand for entrance to the University of Washington is great, and the establishment of enrollment ceilings by that institution has served to intensify the pressures.

A second area of concern is the Tri-Cities, a population center with two private colleges and one community college, but no senior institution. Tri-Cities residents have direct access to some state supported graduate education opportunities through the Joint Center for Graduate Studies located there.

In both areas, Seattle and the Tri-Cities, however, there are lacunae in upper-division program opportunities, and in the Seattle area there is a general gap in graduate program opportunities for residents unable to pay private institution tuitions.

Much of the direction of future state policy in resolving these problems is dependent upon the development of programs to facilitate access to private colleges and universities, and these programs, in turn, are largely dependent upon the adoption of a Constitutional amendment rendering such arrangements permissible. Should this not prove feasible, or perhaps as an adjunct to programs utilizing private college and university offerings extensively, two approaches can be considered. The first of these is the development of a Seattle Undergraduate Center, patterned after the Joint Center for Graduate Studies model, developed through an interinstitutional consortium and offered in an existing facility; e.g., North Seattle Community College. Such a consortium would be comprised of institutions serving Seattle either directly or indirectly (WWSC, CWSC, TESC, and the UW) and the Seattle community colleges. The second concerns the Tri-Cities area, and it involves the offering of upper-division programs in the Joint Center.

90. The Council for Postsecondary Education will review needs for additional upper-division and graduate educational opportunities in the Seattle and Tri-Cities areas in the context of determining the efficacy of consortium arrangements to fulfill these needs and deliver its findings and recommendations prior to January 1, 1978.

2. Admissions

With Respect to State-Level Admissions Policy

Although the colleges and universities of this state are geographically distributed, with a public or private institution in virtually every major population center, variations in types of institutions (public, private, two-year, four-year, doctoral and non-doctoral granting, etc.), are such that geographic dispersion alone does not resolve all problems of access. These conditions stimulate interest in the development of policies that would affect student distribution; admissions policies and state enrollment standards are two approaches often considered.

California is probably the most-frequently referenced western state when discussions on systemwide enrollment policies are held. In California, under a policy instituted 15 years ago, the top 12 1/2 percent of the high school graduating class may be considered for admission to the universities and the top 33 1/3 percent may be admitted to the state colleges; any student may enter the junior colleges. Problems experienced with the system in California suggest that such an approach may not be applicable in other areas. While the system has not been abandoned there, standards are under review, and modifications are being considered.

In Washington, admissions criteria are not employed in such a manner as to control distribution. With the exception of the Community College Act, which requires the maintenance of open admissions policies in those institutions (and which, thereby, may be considered state policy on the general subject), the determination of admissions requirements is an institutional concern. To the extent that student distribution is a goal, tuition and fee structures, institutional locations, and program authorizations, operating in concert, are the devices utilized to that end. While some refinements to these tools may be in order, the Council does not believe a system of stratified admissions policies is desirable in Washington.

At the same time, institutional admissions policies can have a serious impact on state educational policy. Specifically, the impact of institutional and programmatic admission criteria as they affect not only curriculum structures in both secondary and postsecondary sector, but also access to specialized program offerings, are of present concern in the state.

In recognition of the importance of this subject in its final report, the Temporary Advisory Committee on Public Higher Education, the precursor of the Council for Postsecondary Education, identified admissions and transfer policies as one of the issues plaguing the state's higher educational system. In recommending the creation of the Council, TACPHE stated that its duties should include the study of admission and transfer policies. This recommendation was accepted by the legislature and carried forward in the enabling legislation creating the Council.

91. The Council for Postsecondary Education recommends that statewide admissions criteria not be utilized as a means to a stratified postsecondary educational structure in Washington. However, a general study of admissions criteria is needed. The Council requests the assistance of the colleges and universities in the conduct of a study during the 1975-77 biennium.

With Respect to Admission Prerequisites:

When making its recommendation, TACPHE was concerned about the impact of admissions policies on high schools and community colleges in the state. Admissions criteria are presently used by the institutions to match student abilities to perceived institutional roles and missions. In doing so an institution through its admissions requirements can have an important effect on the types of courses high school students must take to ensure their educational options will be maximized when they graduate. This may also limit the number of courses a student is able to take for exploration or "rounding" purposes. The community college student deciding to continue education at a senior institution also may be affected by a requirement in the senior institution that specific high school courses be taken before transfer is possible. While it is recognized that performance in basic skill areas provides an indication of a student's ability to succeed in a senior institution, there is a need for these institutions to review their admissions requirements to minimize reliance on accomplishments in specific high school courses as indicators of a student's ability to benefit from the college experience. Although the two- and four-year sectors have worked to develop transfer arrangements, it appears that high school course work has not been adequately incorporated into the deliberations.

92. The Council for Postsecondary Education recommends that colleges and universities re-examine their admissions requirements with the objective of reducing reliance upon specialized high school courses as indicators of student ability in basic skill areas. The Council requests that this review occur during the 1975-77 biennium and that it be apprised of the results prior to June, 1978.

With Respect to Program Admission Requirements

A related matter concerns prerequisites for and admission to specific degree programs. This may be a problem for students already enrolled in the institution, but its greater impact is felt among the students in community colleges who will subsequently transfer to the senior institution with the intention of directly entering the program in their junior year. Where specific program prerequisites exist, they should be well-publicized both in the college catalog and through brochures and other informational material. As changes occur information on them should be disseminated as rapidly as possible.

93. Institutional bulletins should identify program admissions standards clearly and in detail. Informational brochures and announcements describing program offerings should identify specific program admission requirements.

With Respect to Enrollment Ceilings

The pressures for entrance to the University of Washington, coupled with a concern that if they were unchecked the University would ultimately become a "Megaversity," the associated limitations on its capability for physical expansion, its desire to maintain program quality, and the need to encourage students to consider other institutions when making their decision to attend colleges, have led to the imposition of an enrollment ceiling of 34,000 students by that institution. More recently there has been a growing interest in the imposition of an enrollment ceiling on Washington State University. However, before further steps in this direction are taken, the results of the enrollment ceiling on the University of Washington need to be more clearly understood.

No definitive analysis of the results of the UW's ceiling has been accomplished, but there are fragments of information that suggest some of its effects. With respect to the ceiling's impact on the dispersion of students, the primary beneficiaries appear to have been Washington State University and the community colleges. A Council for Postsecondary Education survey of qualified "turnaways" from the UW indicated that these students preferred Washington State University as their first alternative, the community colleges as their second, and the state colleges as their third.

The enrollment ceiling on the UW appears to have little discernible impact on the state colleges, suggesting the possibility that many students are uninformed about the diversity of programs available in these institutions (or, as some representatives of the state colleges suggest, the tuition costs of these institutions are too close to the university level and too far from the community college level). Supporting this, a study done in Canada suggests that beyond identification of a first choice institution, high school graduates as potential college students do not have sufficient information about educational opportunities and institutional characteristics extant elsewhere in the state to adequately develop second and third institutional choices; furthermore, oftentimes students do not think beyond the selection of their first choice institution and therefore, upon rejection, institutional choice becomes one of convenience.

It seems likely that the enrollment ceiling will have a positive effect on the maintenance of high quality programs. With greater pressure for admission than it can accommodate, the UW has been forced to become highly selective in its admissions process (de jure admissions critera at the public senior institutions are designed to ensure that students can meet minimal work standards, e.g., those institutions require a 2.00 to 2.50 GPA of entering students; however, there is also a de facto process operative as the decision to extend admission to qualified students is made). It is axiomatic that the quality of an institution is determined to a considerable extent by the abilities of those it admits and retains as students. If nothing else, because it is a question of supply and demand, with admissions criteria assuming the function of a filter, the general abilities of students admitted to the University of Washington are likely to be high. Again, this portends well for the high level of the institution's prestige.

Problems for the UW's service role as the only public senior institution in the Seattle area appear to relate to the enrollment ceiling. For example, in 1967 the evening school was combined with the day program. Prior to that time enrollments, fees, credits, and staff were separate. The change was a desirable one until enrollment limits were imposed. With the ceiling, non-matriculated and avocational-interest students began to assume a low priority. Evening offerings have become overflow courses for the expanded day programs. As a consequence, the enrollment of part-time, non-degree seeking students attending evening school has become severely limited; currently only about 500 non-matriculating students are admitted each quarter. This leaves the Seattle area without a comprehensive evening program in a public senior institution, the impact of which is most severly manifested upon employed persons seeking non-degree educational opportunities in the evening.

The question of admissions for students residing in the Seattle metropolitan area to the day programs, as full-time matriculated students, was mentioned earlier in this report in the context of the recommendation for consideration of a joint undergraduate center in Seattle. The point here is that there are far more students in this area than the UW, again, the only senior public institution in the region, can accommodate. Private colleges and universities accept some, but the required cost of attending those institutions is prohibitive for others. While the enrollment ceiling is a result of this condition, as an effort to check the extreme growth that would otherwise be experienced by the UW, it is nonetheless likely that many residents who desire and could benefit from a baccalaureate or higher educational experience find their access thwarted.

Finally, even among students who gain access to the UW, problems may be encountered as they complete their general educational requirements and seek addmission to a program in the sophomore or junior years. Competition for entrance to some programs is keen, and there are enrolled students each year who find themselves unable to gain entrance to the program of their preference. In such cases they either must select another program or drop out of the University of Washington and enroll elsewhere. The problem for the UW in its internal resource allocations is immense, and reallocations simply cannot keep pace with student interests.

The Council is not prepared to recommend that the enrollment ceiling be broken at the UW; but it does believe that it should be reexamined in the context of the educational needs of the Seattle community. It also believes that additional steps can be taken by the state to relieve some of the pressures on the UW. Most of these are discussed elsewhere in this report, but in brief summary here they include the following:

--The provision of additional educational options in the Seattle area through an off-campus consortium of state and private colleges and universities.

--Greater utilization of the educational resources of the private colleges and universities in the Seattle area (perhaps through contractual involvement in the above-mentioned consortium).

--Improving the recognition and prestige of the state colleges to enhance their general attractiveness to Seattle area residents. (Related to this, achieving a greater pricing margin between the tuitions of the state colleges and the state universities.)

A suggestion not incorporated elsewhere in this report centers on a request to the UW to make its facilities available for the expansion of evening offerings in the Seattle area. In this regard, support and funding for evening offerings in this category could be established in such a manner as to exclude the student count from the UW's enrollment limitation. The concept also could entail joint utilization of these facilities and other institutions serving the Seattle area.

Because of the lack of a definitive analysis of the effects of the UW's enrollment ceiling on the educational policies of the state, the Council is not prepared to recommend the establishment of an enrollment ceiling at Washington State University. The desirability and need for such a ceiling, however, should be a major consideration in the review of the impact of the ceiling at the UW. Finally, to better understand the distribution of students throughout the state the Council will periodically assemble and report information on institutional enrollments and available spaces.

94. The Council for Postsecondary Education recommends that an analysis of the effects of the enrollment ceiling, institutional and programmatic, of the University of Washington be undertaken. It will instruct the staff to work closely with the University in the preparation of a report on this subject, the completion date of which should be no later than January 1, 1977.

95. The Council recommends that study of the utilization of facilities of the University of Washington to support evening programs in Seattle be undertaken. Thus, it requests the University to review the evening use of its facilities and provide recommendations pertaining to the possibility of joint use of facilities by the University and other institutions serving the Seattle area. The Council requests that such a study with recommendations and analysis of fiscal impact be transmitted to it prior to July, 1977.

96. The Council for Postsecondary Education will periodically assemble and report information to the Governor and Legislature on public institutions' enrollments and available spaces.

97. The Council for Postsecondary Education recommends against the establishment of an enrollment ceiling at Washington State University pending assessment of the size and effects of a ceiling on statewide postsecondary educational needs. It will instruct the staff to work closely with WSU in the preparation of a report on this subject, the completion date of which should be no later than January 1, 1977.

With Respect to Community College Access

Community colleges represent the primary public postsecondary instrumentality for the achievement of open access. By law, the State Board for Community College Education is required to ensure that:

> (E)ach community college district shall maintain an open door policy, to the end that no student will be denied admission because of the location of...residence or because of...educational background or ability; that insofar as is practicable... curriculum offerings will be provided to meet the educational and training needs of the community generally and the students thereof; and that all students, regardless of their differing courses of study, will be considered, known, and recognized equally as members of the student body...

Because of the statutory mandate, admission requirements of the individual community colleges differ little from district to district. If there are distinctions, they appear to be along the lines of relative emphasis. All of the institutions accept applicants who are high school graduates or 18 years or older.

While virtually all of the community colleges express concurrence with the open-door principle specified by law, there are admonitions that all who are eligible may not be able to get into particular programs because of space and other limitations. Thus, many college catalogs encourage students to apply during the late-winter early-spring months for the following fall, and some indicate that program admission is on a first-come, first-served basis. Early application for various vocational programs is also stipulated by some of the institutions, and there are instances in which particular examinations for admission to such programs are required. At the same time, it is recognized that enrollment limitations, particularly in vocational program areas, may be necessary to avoid training excessive numbers of students for occupations in which employment prospects are dim. Enrollment limitations, in this context, are legitimate, if they are based upon accurate information that is regularly received and updated.

It is the Council's view that problems remain, and procedures for their resolution will have to be developed. However, the institutional open-door nature of the community colleges, the availability of the college services to persons over age 18, regardless of their qualifications, should be protected. Pressures for admission should not be allowed to engender selective procedures and restrictive admissions requirements. While the open door may have to close temporarily at some institutions as enrollment capacity is attained, the selection process must not be based on student qualifications.

98. The Council for Postsecondary Education is supportive of the institutional open-door educational concept operative in the community colleges and believes that the introduction of restrictive institutional admission requirements would adversely affect the state's goal of expanded access to postsecondary educational opportunities.

3. Tuition and Fee Policies

The Council for Postsecondary Education is directed by statute to study levels of fees and charges to students and when necessary to make recommendations to the legislature, the Governor, and the institutions. Tuition and fee policies for the state's public institutions have been extensively debated for the past several years. The most recent series of exchanges on the subject began in 1971 when the state, then in the grips of an economic crisis, concluded it was necessary to increase fees in order to retain a high quality program of higher education. At the same time, the Governor, the legislature, and the Council reaffirmed a basic commitment that has been a long-standing feature of Washington postsecondary education: the desirability of open access and increased financial aid to ensure that Washington residents can pursue postsecondary educational opportunities without undue barriers created by economic circumstance.

In discussing the question of who should pay for postsecondary education, the Academy for Educational Development, in its 1972 report "Financing Postsecondary Education," concluded:

> Clearly there are societal benefits for which society should pay; there are also benefits to participating individuals for which they might be expected to pay. But there is no agreement on how to strike a balance. Although cost-benefit analysis does not provide us with easy answers, it does highlight the major option open to decision-makers: determination of how much students should pay, with the understanding that society pays the rest.

The Council for Postsecondary Education favors a tuition and fee policy that would recognize the public benefit of postsecondary education and thereby the importance of supporting it through operating appropriations. At the same time, it recognizes that the individual is a major beneficiary of an education, and it believes the postsecondary student should pay a reasonable share of the costs required to provide the educational opportunity. Accordingly, the Council endorses the general operating policy of a mixed system of postsecondary education finance, involving both state operating appropriations and student fees, and believes it should be continued.

In its 1971 report on tuition and fee policies in the publically-supported institutions, the Council concurred with the advisability of continuing to maintain tuition and fee levels at the lowest possible point. It also recognized that fees should be set at levels sufficient to maintain a high quality educational program of public postsecondary education in Washington. Finding the appropriate balance between these two positions would be difficult in the best of times. But in recent years, inflation has driven upward the costs of postsecondary educational resources, including faculty salaries, supplies, equipment, library materials, and general operating costs. This has led to a situation in which the portion of educational costs borne by students has diminished.

Washington has no public policy concerning the portion of total educational costs that should be borne by students. The present estimate is that tuition and fees comprise about 19 percent of program costs in the community colleges and range upward to between 25 and 30 percent in the senior public institutions. Conversely, they represent about 12 percent of the costs to a student. Lacking a general public policy on the subject, tuition and fee recommendations must be tied to some particular point in the past. Recent Council recommendations were for increases that would restore the relative state/student cost burdens of 1971. These recommendations were in part criticized because of the absence of a specific understanding of the shares of the burden to be borne by taxpayer and student.

A general public policy on this subject is considered important. However, if it is to be equitable and effective, such a policy requires agreement on acceptable methods of determining educational cost. Present indicators, tuition and fees in comparison states, unit costs, etc., are approximations already somewhat dated by the time of their collection and analysis. The development of recommendations pertaining to a public policy on tuition and fees and indentification of appropriate methods for measuring educational cost are considered items of high priority by the Council.

99. The Council for Postsecondary Education recommends that Washington continue to utilize a mixed system of state operating appropriations and student fees in financing public postsecondary education.

100. During the 1975-77 biennium, the Council will develop recommendations for a public policy on the portion of costs to be borne by students. In the development of these recommendations it will seek the involvement of postsecondary educational students, faculty, administrators, and the public. The Council will make its recommendations to the Legislature and the Governor prior to November, 1976.

101. As part of this policy recommendation, the Council will seek agreement on appropriate methods for determining the educational cost base and will make recommendations on this matter to the Governor and Legislature prior to November, 1976.

With Respect to Segmental Fee Policies

Washington has traditionally employed a system of differentiated fees by educational segment. The public universities, because of their advanced programs, breadth of program offerings, and associated higher educational costs have been required to charge higher tuition and fees to their students than has been the case for other public institutions. Additional differentials for programs in medicine, dentistry, and veterinary medicine at these institutions have also been viewed as necessary to offset the comparatively high costs of these programs.

Fees for the state colleges are below those charged by the universities. In 1971 state college fees were increased to approximately 90 percent of the universities' undergraduate fees, the highest percentage in their history.

While fees at the state colleges traditionally have been lower than those of the universities, the relationship has fluctuated. State college fees represented 72 percent of the university level until 1969. During that year they dropped, because of an increase in university fees, to 65 percent. The following year, however, they were increased to 84 percent, and the year thereafter, 1971, to 89 percent. Declining or stabilizing enrollments and declines in transfers since 1970 may indicate that state college fees are now too close to the universities from a pricing standpoint.

The tuition and fees charged by community colleges have been maintained at low levels because of the open door mission of these institutions. This policy has proved successful, and more lower-income students are annually served by the community colleges than by the senior institutions. Community college fees are currently about 56 percent of those charged at the universities. This figure has increased from the approximate 50 percent level which obtained through 1970.

In the case of the vocational-technical institutes, all of which are operated by local school districts, tuition charges for postsecondary students (VTI's serve both secondary and postsecondary students) range from $108 to $144 per year for full-time students in programs. These fees have traditionally borne a close relationship to capital construction. The school districts operating the institutes contend that since construction is supported at the local level, no fees should be charged for this aspect of support.

The Council believes that the concept of a varied pricing system is desirable. However, such a varied pricing system, except in extraordinary cases where exceptionally high cost programs are involved, should pertain to educational segments (state university, state college, community college). The Council does not believe that a pricing system based on field of study is desirable, if for no other reason that it has a differential effect on the programmatic choices of high and low income students, thereby threatening the desirable objective of encouraging minority and low-income students into professional preparation programs. The pricing policies currently in existence in Washington require adjustment, particularly in the case of the state colleges.

102. The Council for Postsecondary Education recommends the continued utilization of a tuition and fee pricing system that differentiates between educational segments. As part of its public tuition policy determination process it will develop recommendations pertaining to desirable margins between segments. These recommendations will be presented to the Governor and the Legislature prior to November, 1976.

With Respect to a Pricing System Differentiated by Level

A student fee pricing system for public postsecondary education may also be differentiated by level of instruction. Such a pricing system would be one based on the following considerations:

a. Improved initial access and a recognition of greater public responsibility to support lowered student fees at the entry level.

b. Recognition of greater individual responsibility at the upper-division through increased fees in the junior and senior years.

c. Recognition that graduate students should assume a greater share of the costs of their programs through increased fees.

d. An equitable charging system based on the number of credits for which a student is enrolled.

While there is notable lack of agreement concerning the relative share of the benefits of an undergraduate education between the student and society, there is general agreement that individual proportion of benefits increases as a student progresses through the system. The arguments which support a tuition-free elementary and secondary system also apply, to a lesser degree, to the entering levels of postsecondary education, with the single exception that attendance in one system is mandatory while in the other it is permissive.

Taken as a whole, Washington's current support system favors students in upper-division and graduate programs. The amount and percentage of state subsidy increases as the student progresses through the system, at the same time, it can be argued, that students are accruing greater individual benefits in terms of placement level upon graduation. The risks to students of not completing a program are concentrated in the early years of study, with the probability of no significant private return for the educational investment made. Moreover, it is at this point in time that the financial adjustments associated with college attendance are most dramatic, with tuition and fee levels assuming a significant role in the determination whether or not to enter college. Variable pricing by level reduces entry cost into the system.

Accordingly, a variable-pricing system that differentiates between lower-division, upper-division, and graduate programs, with additional differentia applied to those programs not currently requiring them (medicine, dentistry, veterinary medicine) should be carefully considered for application during the current planning cycle.

103. The Council for Postsecondary Education will re examine the establishment of a fee structure that differentiates between lower-division, upper-division, and graduate studies in public postsecondary education in Washington in the light of experiences of states and institutions which have implemented such an approach. The Council intends to present a report with recommendations concerning a graduated fee structure to the Governor and the Legislature prior to November, 1976.

With Respect to Fees for Part-Time Students in Public Institutions

The rationale for the present system of charging some students ("full-time") full fees and others ("part-time") partial fees is based on an assumption that when students enroll for more than a certain number of credits, they are full users of institutional services. The rationale behind the full-time/part-time credit hour breaking points employed, however, is less easily explained. Whenever these breaking points are less than the number required for normal progress toward a degree, their practical effect is to penalize students registering for a lesser number of credits.

In the Council's report on postsecondary education finance there is a recommendation that tuition and fee charges be based on a charge per credit hour. The recommendation was designed to eliminate inequities in fees charged to part-time students. The Council also supported legislation introduced in the 1974 session which would have had the effect of increasing charges to full-time students in order to offset a reduction in part-time student fees. The bill was not passed.

At the present time, two of the four-year public institutions do not charge full fees until a student registers for ten or more hours. Ten hours is the usual break-point between part-time and full-time fees in the community colleges, although several districts do not charge full fees until a student registers for twelve or more hours. As a preliminary step in the elimination of the inequity, senior institutions charging full fees to undergraduates enrolled for less than ten hours could raise their break-points to this level and adjust their charge per credit hour to part-time students by the new larger divisor. A similar step could occur in community colleges utilizing break-points below twelve hours, with both segments moving to the highest break-point extant in each system. Such steps would at least standardize the burden borne by part-time students between like institutions. Beyond this, recommendations aimed at the achievement of full equity need to be developed.

It is recognized that these steps would result in a loss of local fund income which would require replacement by state appropriation in an amount up to $3 million each biennium at current rate schedules. Institutional discretion in this area is therefore constrained in the 1975-77 biennium.

104. The Council for Postsecondary Education recommends that the various boards responsible for establishing the breaking point between part-time and full-time fees not reduce the credit hour level at which the break-point is now applied but consider raising the credit hour level at which the break-point is applied if it is less than ten hours at the undergraduate level in the four-year institutions and below twelve hours in the community colleges.

105. The Council for Postsecondary Education will also request the involvement of institutional representatives in a study of alternative pricing approaches to achievement of equity in full-time and part-time student fees, with the objective of developing recommendations prior to November, 1976.

With Respect to Testing for Credit

Fee policies for testing for credit vary widely among institutions. Some advocate charging at the rate per credit hour charged to a resident full-time student. Others apply no charges to full-time students, while still others insist that the charge should cover only the cost of providing and administering the examination. None advocate a policy of no charges.

The Council is interested in encouraging economically feasible options which will allow students to proceed through a system as rapidly as possible. The testing for credit option is particularly attractive since it relies less on the expenditure of institutional resources and more on the student's investment in preparation. It also has the capacity to significantly accelerate a student's progress. The Council's view of appropriate charging practices, therefore, is based on the alternative involving the least additional cost to the student--a charging system based on the cost of the examination and not on the basis of a standard charge per credit earned or attempted. If the resources required to prepare, provide, or administer the examination exceed the charge per credit hour, then the credit earned by the examination should fall into the same category as any other credit hour, and not more than the standard charge should be assessed.

106. The Council for Postsecondary Education recommends that charges for testing for credit be based on the lesser of either: the cost of the examination or the standard charge per credit hour earned or attempted.

With Respect to Lab and Course Fees:

A subject related to the costs required for an education, and to costs of delivery of the educational experience, is that of lab and course fees. Such fees are charged to students who enroll in particular courses to cover all or part of the cost of materials or services unique to the course. These fees vary widely in incidence and amount among institutions--often for similar services. Moreover, they are often based on tradition or negotiation rather than a precise calculation of cost differentials. In addition, many of these fees are from one to three dollars, creating accounting costs which probably exceed the fee itself.

The major variation in course costs related to class size is the cost of the instructor. This significant cost variable is not covered by a lab or course fee. Unless the philosophy of charging student fees is changed to reflect individual course pricing, there is no apparent justification for lab and course fees unless they cover tools or equipment which have a continuing value to the student after completion of the course, or unless they represent a pooled purchase of services (e.g., ski lift tickets, bowling charges, etc.) which the institution does not normally provide, or they represent a safeguard against overuse of materials or services not necessary for completion of the course. The present system of selective and widely varying course materials fees serves to accomplish little more than the creation of unequal total charges to students, even among similar institutions for similar programs.

107. The Council for Postsecondary Education recommends the elimination of lab and course fees unless these fees are related to tools or equipment which have a continuing value to the student, they are used for a pooled purchase of services the institution does not normally provide, or represent a safeguard against overuse of materials or services beyond a level deemed necessary for completion of the course.

4. Student Financial Aid

State involvement in student financial aid is currently manifest in six major programs: the State Need Grant Program, the State Work-Study Program, Tuition and Fee Waiver Program, Aid to Blind Students Program, Aid to Children of Deceased and Totally Disabled Veterans Program, and the Student Exchange Program. The first three programs are based entirely on students' demonstrated inability to finance their postsecondary education. Two of these, State Need Grant and Work-Study Programs, are available to residents attending private and public colleges and vocational-technical institutes in Washington. Both are administered jointly by the Council for Postsecondary Education and the institutions. The Tuition and Fee Waiver program is institutionally based and administered directly by the public colleges and universities, excluding the vocational-technical institutions. The Council is responsible for monitoring waiver distribution.

The programs of Aid to Blind Students and Children of Deceased or Totally Disabled Veterans are designed to provide direct grant support as well as tuition waivers for eligible resident applicants.

Under the Student Exchange Program, administered jointly by the Council for Postsecondary Education and the Western Interstate Commission for Higher Education, students may enroll in out-of-state programs in optometry without paying a nonresident differential fee. The three institutions in Oregon and California which participate in this program agree to give preference for admission to Washington students supported under this program.

There is need both to evaluate current aid programs and to design new programs if maximal individual choice in institutional selection is to be realized. In keeping with this view, the use of individually written vouchers supported from state funds may be a logical step in the distribution of awards to students in that it would allow students to redeem vouchers at any institution eligible under program guidelines. The necessity, then, is for procedures by which the administrative efforts of individual institutions in their analysis and provision of financial need can be evaluated and the presence of equity in award packaging for all students assured.

In Washington, as in other states, student financial aid programs tend to be viewed as distinct from the learning process. The focus has been on providing funds to students to help cover their expenses while in college with little thought given to the role of financial aid in the total scheme of instructional support services available to students.

Financial aid is a subset of a student service package that begins with academic advising. The design of the financial aid package should commence with a statement of the student's objective in postsecondary education, and it should be based on analysis of the time required for completion of the desired studies, the role of employment in the learning process, and the student's economic condition. This requires linkage between the financial aid decision and the advising and counseling process. Students must be advised on how to make the best use of financial aid, and aid packages should be adjustable to reflect changes in educational obejctives and curriculum choice.

Accountability for the proper use of financial aid should be viewed in the context of how well the objectives of the total educational process are being met. This might be measured in terms of the numbers of students entering a program who finish successfully, reach a given proficiency level, achieve job placement, etc. The success of a financial aid program should not be measured in terms of numbers of students aided or total dollars awarded. While aid should not be continued for those students who are not benefiting from the formal learning process, neither should students be deterred from reaching their educational objectives simply because of lack of sufficient financial resources. The balance necessitates a close and continuous liaison between financial assistance (both in terms of funding and in terms of advising on the proper use of funds) and the educational process itself.

A fundamental issue in any student financial assistance policy is the assumption that funding levels should be sufficient to provide means for all residents lacking their own financial resources to meet reasonable educational goals. The student's purpose for taking part in the educational process, or the mode by which the education is acquired, should not preclude eligibility for financial support. Thus, students wishing to involve themselves in an educational endeavor on a part-time or recurrent basis while engaged in some other activity should not be denied assistance because of an artificial ineligibility for financial aid.

In view of these presumptions, the following priorities and definitions should govern the design of financial aid packages:

--Access to postsecondary education is severely limited for students from disadvantaged backgrounds. The extent to which such persons are dependent upon the availability of student assistance funds is an important determinant of their ability to participate in a postsecondary educational experience. Accordingly, the economically disadvantaged student should continue to be the focus of grant aid awards. Such grants should be coupled with a reasonable amount of academically-related employment, to ensure a minimum accumulation of debt, and assist in defraying educational costs.

--When access or completion of educational objectives is limited for students whose circumstances, or those of their families, have recently or temporarily placed them in positions of financial need there should be sufficient loan and academically-related employment opportunities to help them defray their educational costs. Students should be ensured of sufficient financial support to allow them to complete their educational objectives after they have begun a postsecondary educational program.

--Student selection of institution, public or private, should not be a function of differences in levels or types of financial support.

--To support analysis of the financial strength of students, the impact and cost effectiveness of student assistance programs, and the degree to which institutional and support services are assisting in the attainment of individual educational goals, an integrated student data storage and retrieval system should be developed and implemented in each institution.

These assumptions lead to the following recommendations pertaining to student financial aid.

108. During the 1975-77 biennium, the Council for Postsecondary Education shall cooperate with each postsecondary educational institution in the development of improved information storage and retrieval systems capable of supplying information to local administrators of financial aid programs, fiscal reports, and analyses for planning purposes. In this effort the Council will consult, and seek the approval of, the State Data Processing Authority.

109. The Council for Postsecondary Education endorses the current national effort to implement a common application procedure for all students applying for financial assistance. The Council recommends that such common procedures and instruments be instituted in Washington as rapidly as possible and no later than the onset of the 1977-78 academic year.

110. The Council also endorses current national efforts to establish a common system for determination of relative financial strengths of students or students' families. The Council recommends that such common procedures and instruments be instituted in Washington as rapidly as possible upon completion of these national efforts.

111. Concurrent with federal policy, the Council recommends the establishment of annual student budgets to ensure timely reflection of costs and uniformity of treatment.

112. The Council for Postsecondary Education requests the participation of institutional representatives on a study committee to design policy guidelines for financial aid packages that will, consistent with federal statutes and guidelines, permit maximization of individual choice in institutional selection. Consideration should be given to providing vouchers redeemable from state funds and usable at any eligible institution. The study committee should be charged with completing an initial design for subsequent general review prior to September, 1977.

113. In recognition of the need for an interim statewide system for assessing aggregate student financial needs, the Council shall, in concert with the United States Office of Education, review annual institutional reports showing past and projected student financial needs.

114. The Council for Postsecondary Education reaffirms its commitment to securing legislative support and funding for a diversity of student assistance programs, including grant, work, and loan programs.

115. The Council for Postsecondary Education is supportive of Constitutional amendments which would allow lending of the state's credit and aid to students attending private educational institutions. Upon approval of such amendments by the electorate, the Council will seek legislative and administrative support for reactivation of the Higher Education Assistance Authority.

116. As part of Washington's efforts to assist financially needy students through educationally-related employment, the Council recommends continued availability of funds for work-study programs. The Council further recommends that student compensation be congruent with the task performed.

117. The Council will continue its support of legislative efforts to provide institutional services and assistance which minimize accumulated debt, place a premimum on educationally-related work experience, and provide grant assistance at levels reflective of the family or student's financial ability to contribute or borrow for eduational costs.

118. The Council for Postsecondary Education shall work closely with other state agencies involved in the funding of postsecondary education to assure coordinated efforts in meeting student educational training needs.

119. The Council supports efforts at the federal level to delegate to the states greater responsibility for the administration of federal student assistance programs.

120. The Council for Postsecondary Education shall re-examine the appropriateness of financial assistance based upon criteria other than, or in addition to, demonstrated financial need, with the objective of issuing preliminary recommendations prior to January, 1977.

5. Reciprocity

Geographic proximity is an important dimension to access. Studies have repeatedly demonstrated that participation in a postsecondary eduational experience is closely linked to the physical convenience of attending a program or an institution. While the state is well-endowed with postsecondary educational institutions, 6 senior public institutions, 12 accredited private institutions, 27 community colleges, and 5 vocational-technical institutes, and virtually every major population center contains at least one institution of some type, there are some places not immediately served through the presence of a postsecondary educational institution.

Earlier in this report it was noted that the development of additional primary campuses in the foreseeable future is not warranted and that residual educational needs could be met through off-campus programs, and perhaps, through reciprocity agreements with surrounding states and British Columbia.

Reciprocity agreements with these states and Canadian Provinces could be of two types. The first would apply to certain educational programs, facilitating greater rationalization of program offerings, particularly at the graduate level, throughout the region. The Council will work with the institutions and various political authorities to the achievement of regional reciprocity.

The second type is more directly relevant to the issue at hand. In this case the reference is to improving access for residents in border areas. Examples of situations that could be improved are the following:

--Residents of southern Pacific County being permitted to attend Clatsop Community College in Astoria, Oregon;

--Facilitating efforts in Oregon to establish a community college in The Dalles through arrangements for residents of Klickitat County to attend such an institution;

--Residents of Garfield, Asotin, and southern Whitman Counties being permitted to attend Lewis and Clark State College in Lewiston, Idaho.

Conversely;

--Lower Columbia College in Longview is in a good position to serve the needs of residents of Columbia County, Oregon;

--Beneficial cooperative arrangements could be developed by Walla Walla, Columbia Basin and Blue Mountain (Oregon) Community Colleges to better meet the needs of residents of that part of the Columbia River Basin area;

--Access to Spokane Community College would expand the educational opportunities for residents of Coeur D'Alene, Idaho, along with other residents of northern Idaho.

The Council believes that the state could initiate arrangements with these border states through authorization of reciprocity agreements for two-year periods subject to similar action by these adjoining jurisdictions. No "balance of payments" arrangement is recommended for this initial period in order to determine with accuracy the student flow and the benefits to residents of the respective states.

The Council also believes that Western Washington State College is in a good position to be of assistance to British Columbia in meeting the educational needs of border students. In this case, however, the situation differs in that British Columbia does not require payment of nonresident fees of students attending its universities. Accordingly, state action in this regard would have to be unilateral.

121. The Council for Postsecondary Education recommends the development of limited reciprocity agreements to enable persons in counties adjoining the border of Washington, Oregon, and Idaho to attend community colleges in the other state without payment of a nonresident differential. The Council will propose authorizing legislation to the Governor and Legislature in January, 1976.

122. The Council for Postsecondary Education also recommends elimination of nonresident fees to citizens in British Columbia wishing to attend Western Washington State College. The Council will recommend legislation to achieve this for a trial period of four years in January, 1976.

Finally, an earlier recommendation referred to consideration of reciprocity agreements facilitating the establishment of a regional "Academic Common Market" at the doctoral level. Member states of the Southern Regional Education Board have agreed to the formation of an Academic Common Market encompassing programs at the graduate level. This approach allows students from one member state to enroll in certain academic programs offered by institutions in other member states without being charged the nonresident tuition rate. Such reciprocity arrangements facilitate the achievement of access while providing the framework for the rationalization of graduate programs on a regional basis.

The concept is attractive, but such a compact for the Northwest would involve several states and quite likely one or more Canadian provinces. The success of such efforts in other states and the interest of other entities in this region need to be reviewed. The Council supports the commencement of such discussions and assessments so that the feasibility of such an alternative can be determined.

123. The Council for Postsecondary Education will encourage and participate in discussions with other Pacific Northwest States and Canadian Provinces on the subject of a regional Academic Common Market. The Council's objective is to present findings and recommendations to the Governor and the Legislature prior to November, 1978.

Diversity

A number of time-honored assumptions govern the conduct of postsecondary education. These are basic assumptions about the students to be assisted, other constituencies to be served, subject matter to be treated, and methods to be employed. Many of these assumptions evolved under conditions different from those which now apply or which are expected to develop.

It is evident that some conventional attitudes, procedures and practices need fresh analysis. Educational programs must be provided with sufficient diversity to accommodate changing patterns of thought and investigation so that newly perceived problems can be effectively addressed. At the same time, that which has proven basically sound should not be thoughtlessly discarded.

To be of benefit to a recipient, an education must be congruent with current professional knowledge and cultural understanding. It must offer students a perspective from which to view their development and the social setting in which they live. It must also provide them with the basis for career pursuits. Examples of changes which necessitate adjustments in higher education include the following:

1. The knowledge explosion--Given the growth in information available and short life of the currency of knowledge in many fields, emphasis must be given to the process as well as to the substance of learning.

2. Increasingly diverse clientele--Post high school opportunities include a visibly more varied array of choices than the traditional college and university program. This is a function of the involvement of older students, disadvantaged students, students who have post high school educational interests, and students with differing motivations, career goals, academic ability and learning styles.

3. Continuing education--It is apparent that periodic formal updating of knowledge and skills is necessary for an individual to be effective on the job*; such retraining is also necessary for adaptability to changing conditions in today's society.

4. Changing learning styles--It is now accepted that students with diverse backgrounds, abilities and interests learn in a variety of ways, and they require a greater range of opportunities and materials for learning than is presently available.

5. Resources for learners--In view of the increasing variations in "postsecondary clientele and programs," educationally related independent study opportunities, information retrieval capabilities, and learning resources appear to be under-utilized, and other existing resources appropriate to educational programs are not being fully developed.

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*Carnegie Commission on Higher Education, Less Time, More Options, New York, McGraw-Hill Book Company, 1971, p. 8.

It is now recognized that conventional systems of education are unable to serve the needs of all students. Most systems of undergraduate learning consist of discrete courses, to be taken in multiples during class-periods regulated by a prearranged schedule over an academic quarter-year or semester. These courses are generally offered by departments organized along the lines of disciplinary specialties. In order that students and teachers may be guaranteed regular access to each other for instructional meetings, orderly traffic management is necessary; this includes clock-and-bell arrangements and central scheduling of instructional spaces. Such systems presume that most instruction and preparation for the instructional periods will take place on an institutional campus. Students' options for building their academic experience through this mode are to be determined within previously mandated graduation requirements, which themselves can be divided into distribution requirements, departmental "major" requirements and electives.

Most students, teachers, academic administrators and other citizens are familiar with the kinds of learning which can be based upon these conventional systems. They work well in that they instill comprehension of the ways in which professionals in different disciplines approach programs. They enable students to sample the subject materials, concepts, and procedures of a variety of disciplines, and they are of assistance to those whose interests parallel the concerns of particular academic units and whose career goals require training by particular "majors." These systems also facilitate instruction in disciplinary subjects (e.g., mathematics) which can logically be divided into topics treatable in class-hour increments and which can not fruitfully occupy the full time of an undergraduate student. Moreover, the multiple course system allows for variety in a student's program options and it allows a demonstrable efficiency in the use of instructional spaces.

Conventional systems alone, however, cannot serve all the needs, facilitate all styles of learning, and speak to the diverse conditions of all students who legitimately seek postsecondary education. Alternatives, well conceived and well supported, must be made available to those for whom conventional program options are not useful.

--Students learn at differing rates and some may be inhibited or penalized by a rigid connection of learning objectives to the terms of an academic calendar. Those who get the point early may be held back; those who are almost ready to cross the threshold at the end of a term may be forced to stop short and start the proceedings over again. Assistance for these students requires consideration of patterns and rates of learning. And it has important implications for the emphasis given student support services.

--Similarly, many students are concerned with the development of learning styles and the pursuit of skills, or may already possess appropriate skills and knowledge acquired outside the educational system, which do not readily lend themselves to measurement by standard evaluative instruments and grading techniques. Their needs may require the development of new methods of evaluation which will more appropriately assess their progress toward their objectives.

--Still other students find it necessary to be employed or rear a family while attending school. They will experience different and possibly greater demands on their time than students of equal ability not having similar responsibilities. For employed students or heads of families a self-paced or individual learning situation could mean the difference between achievement and non-achievement of educational goals.

--Some students have interests in learning which do not parallel the major offerings of any one department. Responses to their needs might include encouragement and counseling to assist them in the development of their own sequences of academic work. "Interdisciplinary majors" as at The Evergreen State College and similar programs currently allow for such tailoring of learning opportunities to the needs of some students. These can serve as models.

--It is generally recognized that much essential learning historically occurred in an apprenticeship relationship. As education evolved, however, the emphasis tended to be increasingly on classroom learning. In recent years the pendulum has swung the other way, and many students are questioning why it makes any difference where or how they learn as long as they learn. Educators are again accepting the legitimacy of learning occurring outside the classroom. Increasingly, the emphasis is not on how people learn but how they retain the information they receive. Thus, it is now accepted that all potential resources for learning should be utilized, and appropriate learning should be credited.

--In a related vein, some students seek careers for which all the necessary training resources do not exist on the campus. Programs for them should involve cooperative arrangements for internships in agencies and businesses off campus, opportunities for other kinds of supervised learning off campus, and the utilization of professionals from the larger community on campus. Before such arrangements can work effectively, the primacy of the on campus class-hour as the focus of learning and the importance of specifically academic credentials for teachers as the measure of expertise must be reconsidered.

The point is that provision must be made for a variety of approaches to educational objectives. Challenges, advanced placement, independent study and field study are obvious options. Learning experiences and educational programs should be accessible to students, whether they are on campus or off campus. There are students who desire access to varieties of learning conventionally pursued within institutions, but who either cannot spend substantial time on campus or reside in a region where no program is formally offered. Consortia and other educational services are being suggested as a means of addressing these concerns. The concept of the open university, in cooperation with other resources such as libraries, fosters development of learning packages that would achieve the desired results with much greater efficiency. Not every student in the state can be given the same access to education, but all should have the opportunity to learn through a well designed and effective program.

To serve the postsecondary education needs in the State of Washington, the curricula of the future will have to be effective and efficient, and they will have to be responsive to the changing circumstances in our society and to the diverse and changing desires and needs of individual students. The sections that follow describe some suggested steps that can be taken in the years immediately ahead.

Diversity in Learning Options

Blending Formal Learning and Work Experiences: In each community there are resources that might be utilized in the educational programs of colleges and universities. Work experience and internships are currently required in some programs, and there is evidence that such opportunities are increasing.

Presently, there are three general approaches to internships. The first is through campus offices of Cooperative Education (or their counterparts). These offices can assist students in finding work-study experiences throughout the year while coordinating the activity to ensure credit for the experience when appropriate. Internships in this category may be either paid or unpaid, depending upon the respective needs of the student and employer. The second is the Washington State Summer Internship Program. This program is coordinated by the Governor's Summer Intern Advisory Panel, a body comprised of key state agency directors, and administered by the Department of Personnel. Each participating agency funds its own intern positions, and each is responsible for reviewing applications and selecting interns. The Department of Personnel receives student applications and makes them available to hiring agencies. The Department also establishes intern classifications for pay purposes. The third approach is based upon individual contracts, with either a faculty member or the student arranging the experience directly with the employer.

Internships should not be used to replace formal classroom experiences, rather, to augment them. Hence, they should be related to a student's course of studies and integrated with the formal learning process. In a practical sense they are an excellent means by which students can discover what they wish in the formal learning process by gaining some knowledge of the job opportunities available upon graduation, and they are obviously a means of financing one's education.

Because students are, in one sense, a captive market, they can represent inexpensive sources of labor for the employer. In some cases students are paid minimal wages regardless of their backgrounds and talents. To the extent it is feasible to do so, student interns should be compensated on a scale commensurate with their performance on the job.

It is the Council's view that student internship experiences are desirable and consideration should be given to their increased utilization in educational programs.

124. The Council for Postsecondary Education encourages institutions to seek opportunities for practical learning experiences for students and to integrate such learning experiences with the formal learning process. Internships should compliment and not replace formal classroom learning. Institutions should attempt to ensure adequate compensation arranagements for student interns. Internships should not be used to displace compensated employees.

Cooperative Arrangements: Educational opportunities have been enhanced over the years through the cooperation of private business, industry, government, and education. Colleges and universities have utilized professionals from the business and public sectors in classrooms, often as adjunct professors. These efforts should be expanded to achieve greater integration of the programs and the larger environment in which they operate, and to which they relate.

Such cooperation can work two ways. One is through the application of practical expertise to the formal learning environment. By further extension this could include utilization of various facilities available in the non-educational sectors in the learning process. Here the referent is library, museum, and similar resources. Facilities applicable to vocationally-oriented programs, perhaps made available in the evening hours are further examples. The reciprocal to this is the delivery of collegiate courses on-site for the benefit of employees, the businesses, or the industries. Courses offered at such locations, either by instructor, television, or a combination of the two, offer expanded opportunities for all levels of college work. The variety of relationships that may be possible is unlimited.

125. The Council for Postsecondary Education recommends that each college and university explore the potential for cooperative arrangements for continuing educational opportunities on-site in various work locations. These cooperative arrangements might include the sharing and exchange of personnel, information, facilities, equipment, and other resources.

Utilization of Practitioners in Curriculum Development: The individual departments, schools, or colleges within an institution organize their respective curricula and specify requirements. While each institution has the responsibility for developing, reviewing, and implementing program requirements, it is important that programs be designed with concern for the professional needs of students completing the program. For this reason there is need for improved relationships between programs and the professions to which they are relevant.

Some institutions have experimented with the use of practicing professionals on various program curricula committees. While the results of these experiments are not well known, they hold promise. It is in such utilization that the senior institutions could benefit from the practices of community colleges and vocational-technical institutes, and particularly their utilization of practicing professionals on vocational advisory committees. The utilization of practicing professionals in advisory capacities on program curriculum committees is recommended.

126. The Council for Postsecondary Education recommends that consideration be given to greater utilization of practicing professionals in advisory capacities on the program curricula committees in the public colleges and universities.

College Credit for Experiential Learning and Competency Measurement:

Learning can and does occur outside the formal classroom environment. Since it is the acquisition of knowledge or competence rather than participation in a structured classroom situation that is the objective of a learning process, students possessing skills a course of study is designed to accomplish should be allowed to demonstrate this knowledge and receive credit for it. This could both minimize redundancy and extend opportunities for credentials.

Demonstration of competency should become a common procedure for awarding credit and determining placement at all levels of postsecondary education. Colleges and universities currently assessing prior learning and granting credit for applicable experiences should be commended, but there is, at the same time, a need to both expand and refine the procedures by which such learning is measured. In the process of refinement, attention should be directed to the following criteria:

--The basis for the award of collegiate credit should be documented learning, and not experience alone.

--Where credit is awarded, it should appropriately fit into well-designed degree programs.

--When the learning to be assessed corresponds to subjects traditionally taught at the collegiate level, the most efficient means of validation may be established proficiency examinations.

--Students seeking credit for experiential learning require special advice, particularly on the various methods of assessment available. Such counseling should be available.

--Colleges and universities assuming responsibility for awarding credit for experiential learning should develop and publish manuals of procedures that consider such topics as:

Experiences that may qualify for credit.
The evidence that will be required to show that learning has occurred.
The standards that will apply in the examination process.
The maximum number of credits that will be allowed.
The fees that are required.

--Evaluation should be based on stated goals, objectives, and achievement levels.

--Strong cognitive components qualitatively similar to those acquired through formal educational experiences should be required in demonstrations of competency for academic credit.

Once again it should be noted that opportunities exist to validate non-collegiate acquired knowledge in many Washington institutions. Such opportunities, however, are restricted both in range and publicity. The view of this report is that such opportunities should be expanded and publicized.

Finally, a view exists that credit awarded for experiental learning should not be distinguished from academic credit on a student's transcripts. This view is not advocated in this report. Rather, the position here is that the two types of learning, while independently valid, are different, and this difference has significance. The approach taken to the acquisition of knowledge is a matter of individual circumstance; neither the classroom nor the experiential approach has been proved superior. To disguise the learning approach on the individual's transcripts is misleading and suggestive that one form is inferior. Moreover, knowledge that a student acquired skills experientially could be important to potential employers. Accordingly, the difrerent learning forms should be distinguished on a student's records.

127. The Council for Postsecondary Education recommends that opportunities to challenge course requirements be generally available as an alternative to classroom attendance in all courses except those in which it is determined that appropriate learning cannot occur experientially. The Council further recommends that with the commencement of the 1977 academic year, college catalogs advise students of opportunities to challenge courses and of which courses are not appropriate to challenge.

Student Leaves of Absence: The magnitude of the attrition rate in postsecondary education is significant, but its seriousness can be debated. The extent to which a postsecondary educational experience facilitates a student's decision to stop-out of college to pursue other activities may be a positive element. Moreover, participation in postsecondary educational experience for a period less than that necessary to achieve a degree may be considered an advantage both for the student and for society. The extent to which students stopping-out or dropping-out achieve their personal objective with less than a degree, or return subsequently to obtain a degree, is not known, although it has probably been underestimated.

Much more needs to be known of the attrition factors in postsecondary education if institutions are to make constructive responses to the problem. An interim response that reflects a certain rationality is the development and application of policies that permit students to stop-out in a structured manner to pursue practical work experience, other kinds of learning, or the means to finance their educational programs.

One factor in such a structured system is provision for planned leaves of absence without academic penalty. It is evident that students may occasionally take time away from their studies to follow other pursuits. The problem has been one of finding ways to facilitate their return to college if they desire. The reduction of problems associated with re-entry is one possibility.

Institutional policies regarding re-entry are ill-defined, with the possible exception of graduate studies where academic leaves of absence have some historical acceptance. The policy of the University of Washington regarding leaves of absence for graduate students is an example. Graduate students at the University of Washington are required to maintain continuing enrollment except for summer quarters. A student failing to do so is presumptively considered withdrawn. Such students may apply for re-admission, but their applications will carry no preference. Students in good standing may petition for a leave of absence, usually not exceeding four successive quarters, the approval of which will maintain a place for them in the graduate school.

Such a policy for graduate students, in the case of the University of Washington applicable for four successive quarters, may be sufficient. The concerns here, however, are a guarantee of re-admission to undergraduates that encompasses longer periods and the existence of procedures for academic leaves of absence.

Each public college and university could permit work or academic leaves of absence without penalty to students in good standing. As part of this, preferential systems for re-entry to such students over first-time applicants and systems of deferred admissions, based upon a work or educational plan submitted by the student--with assurance of admission upon completion of the plan--could be provided. A time limitation of three years appears to be a reasonable condition to apply.

128. The Council for Postsecondary Education recommends that colleges and universities in the public sector allow priority for re-admission to matriculated students in good standing, who have dropped-out, for a period of three years, grant leaves of absence for work or study readily, facilitate re-entry without penalty, and allow flexible time units for completion of courses and degree requirements. The Council will survey college and university policies on re-entry and leaves of absence and prepare a digest of such policies prior to January, 1977.

Forgiveness Term: With the increasing enrollments of students with diverse educational backgrounds, many with formal educational experiences spanning several years, some institutions are developing procedures which will allow students to discount their poorest term's grades from their grade point average. In such cases students petition for such action, requesting that credits earned during the quarter not be counted toward those necessary for graduation and the grades not calculated in their GPA. While they will not have to repeat required courses which were passed during the quarter, the accumulated hours would not, again, count toward graduation. Students may utilize only one such forgiveness option during their academic career at the institution. While the courses taken and the grades earned during the term would be identified on the student's transcripts, they would contain a notation that they are excluded from the calculation of the grade point average. Institutions, at their discretion, could also include an explanation from the student for the poor performance as part of the transcript.

The forgiveness provision recognizes that there are valid reasons for poor performance in an academic career (e.g., illness, financial exigency, etc.). It allows students to orient themselves anew without prejudice and without diminishing the quality of an institution's undergraduate degree programs.

129. The Council for Postsecondary Education recommends that the colleges and universities in Washington consider adoption of forgiveness policies which allow undergraduate students the option of having their poorest term excluded from the calculation of their grade point average.

On-Campus Residency Credit: Many Washington residents do not live within easy commuting distance of an institution offering a desired program of study, and many do not have ready access to instruction available at a community college or a vocational-technical institute. Participation in learning activities on-campus can be of significant benefit to many persons and may, in fact, be necessary where unique resources, essential to successful completion of a specific program, are available only in one location. At the same time, requirements for on-campus residency, when generally applied, can constitute barriers to an educational experience for persons not within easy commuting distance to the institution.

While the historical bases for residency requirements are understood, the need for their continued applicability may be questioned. Such requirements should be re-examined at the institutional level with the objective of their reduction except in programs where their necessity can be demonstrated.

130. The Council for Postsecondary Education recommends that each public college and university re-evaluate its on-campus residency requirements, determine whether there is a general or specific need for them and report its findings and recommendations prior to January, 1977.

Education Referral Services: At the present time persons not currently enrolled in an institution of higher learning but wishing to initiate or continue an educational experience will find it difficult to determine which programs are offered in Washington and what the potential for employment on completion will be.

These problems could be overcome through the establishment of educational referral centers. The specific approach could involve either a centrally-located center for the state or centers within regions of the state. The purpose of such centers would be the maintenance of current inventories of programs and job opportunities and a listing of appropriate persons to contact at the respective educational institutions. The centers may also serve as a place where institutional representatives could meet with students.

A slightly different possibility with potential is the development of a computerized system in Washington comparable to the Oregon Occupational Information System. Through this system interested persons can receive information over computer terminals located in various areas of the state. Perhaps the most significant shortcoming of the Oregon system is the general absence of information on the job placement outlook. The Council for Postsecondary Education has been working with the State Board for Community College Education, The Coordinating Council for Occupational Education (now the Commission for Vocational Education), the Office of Program Planning and Fiscal Management, Employment Security, and others, through an interagency agreement, in the development of a system for Washington. One objective of this cooperation is to develop reasonable information concerning job placement opportunities.

Whether this activity proves successful, or whether another approach is applied, the general interest in the establishment of an educational referral service should continue.

131. The Council for Postsecondary Education will continue to cooperate with other state agencies and the postsecondary educational institutions in the development of a program to provide readily accessible and objective information on educational and career opportunities in the state. The Washington Occupational Information Consortium, under current development, should fulfill these needs. The Council's objective is to support the development of a system that should be operative and evaluated prior to June, 1977.

Application of Communications Media: An earlier section of this report refers to a need for evidence of innovation in new program proposals. The focus of that section was on the application of electronic media to new program concepts. This interest is given further impetus here.

It is anticipated that a careful exploration of the potential utilization of various communication media in education could lead to more extensive and effective uses in the future. Television, both one-way and interactive, video tapes, computer-assisted instruction, programmed learning, cable television, newspapers, and audio and visual cassettes are examples of communications media with potential or real application to the educational process.

The utilization of such techniques on an individual institutional basis can prove expensive and duplicative, but there is some evidence of a gain in cost effectiveness if efforts are pooled. Various program materials can be relatively easily reproduced for use by a large number of institutions. Moreover, because of the wide coverage of broadcast and cable television, programming materials available at a single institution can be transmitted to widely dispersed clientele to support the instructional processes of a number of institutions. The cost of program production or purchase and transmission could be shared by the users.

Although the full efficacy of the application of communications media to educational services and the costs associated with such applications are not fully understood, the promise is such that the subject should be examined carefully and expeditiously.

132. The Council for Postsecondary Education will empanel a study committee of representatives from private and public postsecondary educational institutions to investigate the benefits and costs of varied approaches to investigate the benefits and costs of varied approaches to the application of communications media to the educational process, with the objective of developing a report with recommendations prior to July, 1977. The study committee report should address at least the following:

   a. Implementing cooperative multi-media programming and the exchange and use of materials among Washington postsecondary institutions;

   b. Acquisition of multi-media equipment and facilities for distributing postsecondary programs within the state;

   c. Linking efforts in Washington with other states' current and proposed projects for the purpose of sharing the costs of program production and distribution.

Educational Alternative Development: The 1971-73 budget for public higher education contained a provision that each senior institution and the State Board for Community College Education reserve one-half of one percent of their instructional funds for the purpose of developing new and innovative courses, programs, and options. The directive was intended to involve the institutions in solutions to problems associated with increased enrollments, growing demand for education among nontraditional clienteles, and an increasingly constrained educational budget, but it also had the desired effect of enhancing instructional services and faculty development. Several new programs and delivery modes were initiated, and, in accord with the legislative provision, institutions established special organizational units for the purpose of planning and evaluating new educational alternatives.

The recent Council report, "New and Innovative Programs: A Report to the Legislature," suggests the impact of both the legislative and the institutional interest in educational improvement and development. The report serves as an informational document on new instructional modes in Washington. This effort, or another, should be continued. The dissemination of information concerning innovative program efforts can encourage replication, inform the public, and facilitate cooperative endeavors among institutions.

133. The Council for Postsecondary Education supports the exploration and introduction of new innovative educational program efforts in Washington. It will consider recommendations to the legislature and Governor for funds to promote innovation prior to the onset of the January, 1977 session.

Financing Alternatives: Some alternative educational delivery systems are more expensive and some less expensive than conventional systems. Costs are a function of program design: in programs intended for students beyond the traditional collegiate age, student support costs tend to be reduced; in programs requiring extensive faculty travel, support costs tend to be greater. When supplemental faculty are used in lieu of regular faculty, cost reductions are often realized; in innovative systems used to supplement existing systems, program costs tend to increase.

In considering the costs of alternative delivery systems, consideration must be directed to their cost/benefit ratios in comparison with the cost/benefit ratios of conventional campus-based programs. Beyond this, the development and evaluation of alternative delivery systems should be considered a part of the role of an institution. Development and evaluation tasks, accordingly, should be considered a proper part of the workload of the faculty and budgeted appropriately.

134. The Council for Postsecondary Education, as a part of its larger 1975-76 cost study, will examine the cost/benefit relationship of off-campus options and other educational alternatives. The Council will report its findings prior to January, 1977.

135. The Council for Postsecondary Education recommends that the need to develop and evaluate alternative educational systems be accepted and supported as part of the normal and ongoing functions of the institutions. Such activities should be supported through regular budgeting procedures and administrative practices.

Needs Assessment

During the first half of the 1970's, in an effort to gain insights into the changing public needs for postsecondary educational services, many statewide agencies and boards conducted formal and extensive needs assessments. While the subject areas these projects addressed varied from state to state (adult education, external degree programs, alternative financing systems, expansion of educational technology) all of them tended to be expensive, relying as they did upon survey research conducted by professional consulting research organizations.

Although many of these were conducted with skill and imagination, few of the resulting recommendations were either surprising or counterintuitive. The implication is that similar recommendations could have been made had less costly analytical methods been employed. For example, much useful information is collected by federal, state, and local governments, and by industries and other organizations on the demographic, social, and economic characteristics of the populations served. Continuing analyses of these data by the statewide coordinating board staffs--supplemented by public meetings and interviews with students, employers, and the general public, along with the application of other need assessment techniques-could yield results equal in substance to those developed through more costly and widely-ranging survey research studies.

Beyond this, it is not clear that a significant portion of the recommendations of the more comprehensive needs assessments have been effectively utilized. Although the studies were conducted with objectivity, intervening considerations often inhibited application of the findings (e.g., the economic recession, inflationary costs, and declining public interest).

In view of the high costs associated with formal statewide needs assessments, the lack of unique recommendations, and their questionable impact on facilitation of educational change in other states, it seems desirable that needs assessments conducted here be carefully limited in their thematic focus and geographic scope (two examples of this are embodied in recent Senate Resolutions 1975-130 and 1975-137, pertaining, respectively, to the Tri-Cities and Spokane areas). Such assessments should concentrate on socio-economically homogenous geographic locales, carefully-targeted population groups, and the need or lack of need for specific new (or modified) program offerings and delivery systems. Also, these projects should rely as much as possible on presently available population data and on agency data analysis capabilities, avoiding to the extent possible (except where it is unavoidable) the extensive use of high cost methods that require the involvement of professional research organizations.

Carefully focused needs assessments possess a directness and relative simplicity that increases their potential for effecting change; they relate to specific incremental changes rather than quantum leaps.

136. During the current planning cycle, the Council for Postsecondary Education will conduct carefully focused needs assessments which pertain to regional or target-group educational needs. In these endeavors the Council will seek the cooperation of the Office of Program Planning and Fiscal Management, the Commission for Vocational Education, and other appropriate state agencies and institutions.

Guidance and Counseling/Support Services: It is recognized that individual students have unique educational and developmental needs, but that student services programs--placement, advising, etc.--are designed for the general benefit of all. Counseling can have fundamental effects upon the lives of students, and it is of critical importance, and becoming increasingly so, in postsecondary education. The ambiguity of responsibility for academic advising and the dissemination of career information in institutions of postsecondary education makes it difficult for students other than those who are highly self-directed to secure adequate information and assistance in many cases.

Counseling must be provided throughout the educational experience. Academic program organization, vocational advising, and career planning are all components of an effective counseling program. Student requirements may include: first, guidance, counseling and testing; then, academic and vocational program planning; and, finally, job placement information, depending upon the point of entry to the labor market.

There is evidence that budget constraints have led to the curtailment of guidance and counseling in all educational sectors. Moreover, budgeting practices for student support services, and for guidance and counseling services, vary among institutions. While the routine support functions of general counseling, student financial aid services, registration, health services, etc., may be recognized and accounted for in the regular budgeting process, other services especially tailored to meet the specific needs of targeted groups of learners are not. Consequently, the degree to which such services are supported varies, and a unified approach to their offering is lacking.

A need for a general institution-level review of guidance and counseling programs, with the objective of improving their content and availability, and developing means by which the time contributed by faculty to academic and career counseling can be recognized, is apparent. Beyond this, there is need for programs by which designated faculty members can become more thoroughly prepared to perform guidance and counseling functions.

The diversity of students and the range of career alternatives in the community colleges argue strongly for a difference of degree in commitment to guidance and to counseling for these institutions. Students entering community colleges reflect a diversity in age, ability, achievement, motivation, and psychological motivation not as manifest in the senior institutions. Many community college students are first generation college students, some with deficiencies in their educational preparation and a low frequency of educational success. In addition, a high proportion of community college students are still defining their goals and re-examining their aspirations while they are training for occupations and careers. For many, these conditions contribute to their choice of a community college rather than a senior institution for their initial college experience. Hence, a developed guidance and counseling system is a particularly vital ingredient in any successful community college educational program.

The Council believes that all institutions should reassess their guidance and counseling services, if possible, from the viewpoints of the students to be served. Particular attention should be directed to needs of students in evening and continuing education programs. Improved guidance and counseling services for these students might be attained by staffing offices for specified periods in the evenings.

137. The Council for Postsecondary Education recommends that all postsecondary educational institutions reassess the adequacy of their guidance and counseling programs in the context of the specific clientele served. The Council requests recommendations from these institutions on procedures that might be employed to develop more effective programs prior to September, 1976.

138. In view of guidance and counseling requirements of students enrolled in evening and off-campus courses and of students from minority sectors, the Council recommends the development of institutional and systemic plans, in the case of the community colleges, to meet these needs. Included within these plans should be identification of the costs and benefits of program recommendations. The Council requests that such plans be completed and transmitted to it prior to January, 1977 for consideration for inclusion in state funding formulae.

Off-Campus and Evening Activities: On most campuses evening and off-campus activities are categorized within the general area of continuing education. The definitional problems associated with continuing education were addressed in earlier recommendations in this report. As a general rule, continuing education is an area of endeavor encompassing most other institutional functions, generally differing only in its scheduling (evening and frequently off-campus) and its orientation to part-time students, many of whom are adults employed during the daytime hours. If one examines the primary programs of an institution (instruction, public service, and research), viewing them as sectors of a circle, and then adds a concentric circle, extending these primary activities outward, the annular space contained between the two circles describes continuing education. Continuing education may be described as the extension of instructional programs, services, and resources to part-time students, usually during the evening hours, both on-campus and in centers away from the campus.

As in regular daytime on-campus offerings, various modes of instruction are used in the delivery of evening or off-campus instructional programs. However, there may be a generally greater reliance in the latter case on communications media and independent study. In addition, since one reason for evening or off-campus offerings is convenience to participants, there is a greater emphasis than is the case with on-campus day offerings on courses or sequences to fit the needs of the particular client groups.

The interest in evening and off-campus activities needs little further elaboration at this point. For many persons the evening hours and instructional resources in the community are the only viable educational alternatives. For many of these people the objective is credit acquisition and certification; for others the interest is simply in learning for self-enlightenment. The apparent interest of citizens in community education, and the concomitant offering of non-credit courses in public schools, is evidence of this latter point.

Funding problems in off-campus and evening programs have not been entirely resolved. If courses are creditable to a degree, part of the instructional cost will be borne by the public, as is the pattern with on-campus day programs. In cases where credit is not applicable to a degree, as with avocational courses in community colleges, the total cost of instruction must be borne by the students.

Beyond the question of funding, there tends to be concern for the academic rigor of off-campus programs. Off-campus offerings frequently involve the utilization of adjunct faculty, usually persons whose primary career interests are not associated with postsecondary education. Students in off-campus programs may not have access to support resources, particularly library materials, and when such materials are available, perhaps in a community college or municipal library, there is the feeling that they are not fully utilized. A particular problem relates to the unwillingness of some accrediting associations to accredit programs maintaining a high off-campus component. These considerations must be recognized and addressed if off-campus programing is to realize its potential.

Other problems center on institutional coordination of off-campus and evening programs. There are several facets to this matter. Some of the public colleges and universities, faced with the prospect of stabilizing enrollments, are seeking new educational roles. Often this leads them to the offering of off-campus programs in areas outside of their immediate "service" region and within that of another institution. Since the twenty-two community college districts completely map the state, the senior institution offering off-campus programs will inevitably be offering them inside the boundaries of a community college district. Such instructional offerings cause little conflict with community college programs if they involve courses at the upper-division and graduate levels, or courses not otherwise provided by a community college in the district, but if the offerings are lower-division courses, direct competition between public institutions can occur. When courses at the upper-division are offered, a near ideal relationship can be attained if they articulate with community college offerings in the district. In the case of competition between senior institutions, much conflict can be avoided if courses not similar to those available at the senior institution in the immediate service area are offered.

A particular problem arises as public colleges and universities offer off-campus programs in the service area of a private college or university. The private college or university may view itself as dependent on enrollments from the area for its survival. From the perspective of these institutions, the offering of off-campus programs in "their" area by a senior public institution involves unfair competition by virtue of the lower fees the public institutions charge. From the perspective of the public institution, if students cannot afford private college or university tuition, and a public institution is prohibited from responding to the educational needs of residents of the area, these needs are effectively unmet.

These problems will be addressed more directly in subsequent portions of this report, but the fact is inescapable that coordination of off-campus and evening programs in this state is an imperative that must be addressed.

In view of the anticipated future decline in participation rates among college-age youth, and the projected increases in the portion of adults over age 25 in the population, institutions are encouraged to expand their evening and off-campus offerings. But such expansion must be accompanied by controls on duplication of course offerings and competition for students. Attention also needs to be directed to program rigor, the attainment of optimal utilization of existing local facilities and, when it is appropriate, the achievement of cooperative arrangements in program sponsorship.

Cooperative arrangements in such endeavors are important. An institution offering programs off-campus or during the evening is likely to find it difficult to provide an adequate range of support services, including library access, advising and counseling, etc., to students enrolling in such offerings. An optimal situation would be one in which students could draw upon the support services, particularly library services, at the nearest public institution regardless of the institution in which they register.

Evening and off-campus courses are taught by full-time faculty (with this function included in their regular teaching load), or supplemental faculty (adjunct professors often drawn from the community), or a mix of the two. Pay for adjunct instructors tends to be less than that of their on-campus counterparts. This creates problems of equity, the resolution of which could lead to increased costs for such programs, thereby diminishing a major advantage. The posture of this report is that there are differences between a full-time faculty member's responsibilities, which should include the provision of student advising, and adjunct faculty's contributions, for whom advising responsibilities are more legitimately limited. Accordingly, some pay differential between the two can be justified. The question is one of degree, and its resolution is the responsibility of the institution. The direction of this report is the achievement of equity--pay differential reflective of the responsibilities and qualifications of the two types of faculty.

In summary, off-campus and evening programs represent an important area of service, the need for which appears to be expanding. There is a role for virtually all postsecondary institutions in this activity, but it is a role that must be monitored both at the institutional and state levels if redundancy, competition, and weak instructional programs are to be avoided.

139. The Council for Postsecondary Education reaffirms the position that adequately suported off-campus and evening programs are potentially effective approaches to the fulfillment of adult educational needs. However, such offerings must be coordinated to avoid redundancy and to ensure optimal utilization of available educational resources. Such offerings must be accompanied by appropriate library resources and other support services. Their quality must be comparable to their on-campus equivalents.

140. The Council believes that responsiveness to community needs through evening and off-campus instruction must be maintained regardless of the funding mechanism. Accordingly, it shall cooperate with the senior colleges and universities and the State Board for Community College Education in the development of recommendations to ensure flexibility in the design and staffing of evening and off-campus instruction as part of its review of postsecondary education finance procedures, with the objective of presenting recommendations to the Governor and Legislature prior to January, 1977.

Diversity Among Institutions--Institutional and Segmental Roles

Washington postsecondary educational institutions may be described both by type and by function. With respect to institutional type, in Washington there are 2 public universities, 4 public state colleges, 12 accredited private colleges and universities, 27 public community colleges, 5 public vocational-technical institutes, and approximately 300 private vocational schools. This descriptive array provides a useful starting point for the development of recommendations concerning institutional roles. At the same time, it is evident that this categorization while appropriate, does not adequately describe all types of institutions functioning in this state. Part of the reason is the re-designation of several Washington private colleges into universities (most of which, in terms of their programmatic span, are comparable to the three older state colleges), part relates reclassification patterns apparent at the national level, part to the re-naming of state colleges elsewhere as universities, and part to the differences among community colleges in Washington (Olympia Vocational-Technical Institute is part of the community college system).

During recent years there have been national efforts to classify postsecondary educational institutions. In its report, A Classification of Institutions of Higher Education, the Carnegie Commission categorizes accreditable American institutions into five types: Doctoral-Granting Institutions, Comprehensive Universities and Colleges, Liberal Arts Colleges, Two-Year Colleges and Institutions, and Professional Schools and Other Specialized Institutions. Each of these five categories is further reduced into more specific types. Thus, the three categories that apply to Washington's state colleges and universities ("Doctoral-Granting, Comprehensive Universities and Colleges, and Liberal Arts Colleges") were reduced, respectively, to Research Universities I & II, Doctoral-Granting Universities I & II, Comprehensive Universities and Colleges I & II, and Liberal Arts Colleges I & II. Using the aegis of institutional accreditation through the Northwest Association of Secondary and Higher Schools, the Carnegie scheme applied in Washington produces the following classifications:

Research University I *One of the 50 leading universities in terms of federal financial support of academic science in at least two of the three years 1968-71; awarded at least 50 PhD's plus MD's.*	University of Washington
Research University II *One of 100 leading institutions in terms of federal support in at least two of the three years; awarded at least 50 PhD's in 1969-70.*	Washington State University
Doctoral-Granting Universities I	None
Doctoral-Granting Universities II	None

Comprehensive Universities & Colleges I *Institutions with a liberal arts program and (or) engineering and business administration; at least two professional or occupational programs and 1970 enrollments over 2,000.*	Eastern Washington State College Gonzaga University Pacific Lutheran University Seattle Pacific College Seattle University University of Puget Sound
Comprehensive Universities & Colleges II *Liberal arts program and at least one professional or occupational program such as teacher training or nursing.*	Central Washington State College Western Washington State College Walla Walla College Whitworth College
Liberal Arts Colleges I *Colleges scoring 5 or above on Astin's selectivity index or were included in the 200 baccalaureate-granting institutions in terms of numbers of graduates receiving PhD's at 40 leading doctoral-granting institutions.*	Whitman College The Evergreen State College
Liberal Arts Colleges II *Liberal Arts colleges not included above.*	Fort Wright College Northwest College* Prometheus College Sulpician Seminary**

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*Northwest College reports degrees conferred only in area of Theology.

**Sulpician Seminary also offers professional theological degrees.

Two-Year Colleges and Institutes	Bellevue Community College
	Big Bend Community College
	Centralia College
	Clark College
	Columbia Basin College
	Edmonds Community College
	Everett Community College
	Ft. Steilacoom Community College
	Grays Harbor College
	Green River Community College
	Highline Community College
	Lower Columbia College
	Olympic College
	Peninsula College
	Seattle Community Colleges
	Shoreline Community College
	Skagit Valley Community College
	Spokane Community Colleges
	Tacoma Community College
	Walla Walla Community College
	Wenatchee Community College
	Yakima Valley Community College
	Whatcom Community College
Schools of Art, Music, and Design	Cornish School of Applied Arts
Schools of Law	None
Teachers Colleges	None
Other Specialized Institutions	None

Aside from the lack of a category for Washington's Vocational-Technical Institutes, which go unrecognized in the Carnegie report, there is no provision in the classification scheme for private vocational (proprietary) schools. The scheme may be criticized because of its sometimes subtle distinctions among institutions and its disregard for major differences within various classifications (e.g., enrollment levels, graduate programs, etc., do not receive adequate recognition in the comprehensive university and college classification).

The Academy for Educational Development also has attempted to classify American colleges and universities, and its typology is roughly similar to that of the Carnegie Commission. For AED there are seven classifications: Leading Research/Doctoral-Granting Institutions, Other Research/Doctoral-Granting Institutions, Comprehensive Colleges and Universities, General Baccalaureate Colleges, Two-Year Colleges, and Separate Specialized Professional Schools. Although AED distinguishes between the University of Washington and Washington State University in its first two classifications, Washington's degree-granting postsecondary institutions (as with the Carnegie Commission, AED also excludes vocational-technical institutes and private vocational schools) fit into four major classifications: Research/Doctoral-Granting Institutions, Comprehensive Colleges and Universities, General Baccalaureate Colleges, and Two-Year Colleges.

All of this is to say that while these classification schemes may have some efficacy for purposes of cross-institutional comparisons at the national level, their use at the state level is limited. Their presence, however, should be noted, for it is evident that consideration is being extended to adoption of one of these schemes by several national educational agencies.

For the purpose of this report, it is apparent that the existing typologies extant in Washington are reasonably descriptive of institutional differences, with some modification. Accordingly, in terms of institutional types, the following categories are suggested:

I. Comprehensive Research/Doctoral-Granting University
II. Comprehensive Land-Grant Research/Doctoral-Granting University
III. State College (Non-Doctoral-Granting Regional University)
IV. State Liberal Arts College
V. Independent College or University
VI. Community College
VII. Vocational-Technical Institute
VIII. Private Vocational School (Proprietary School)

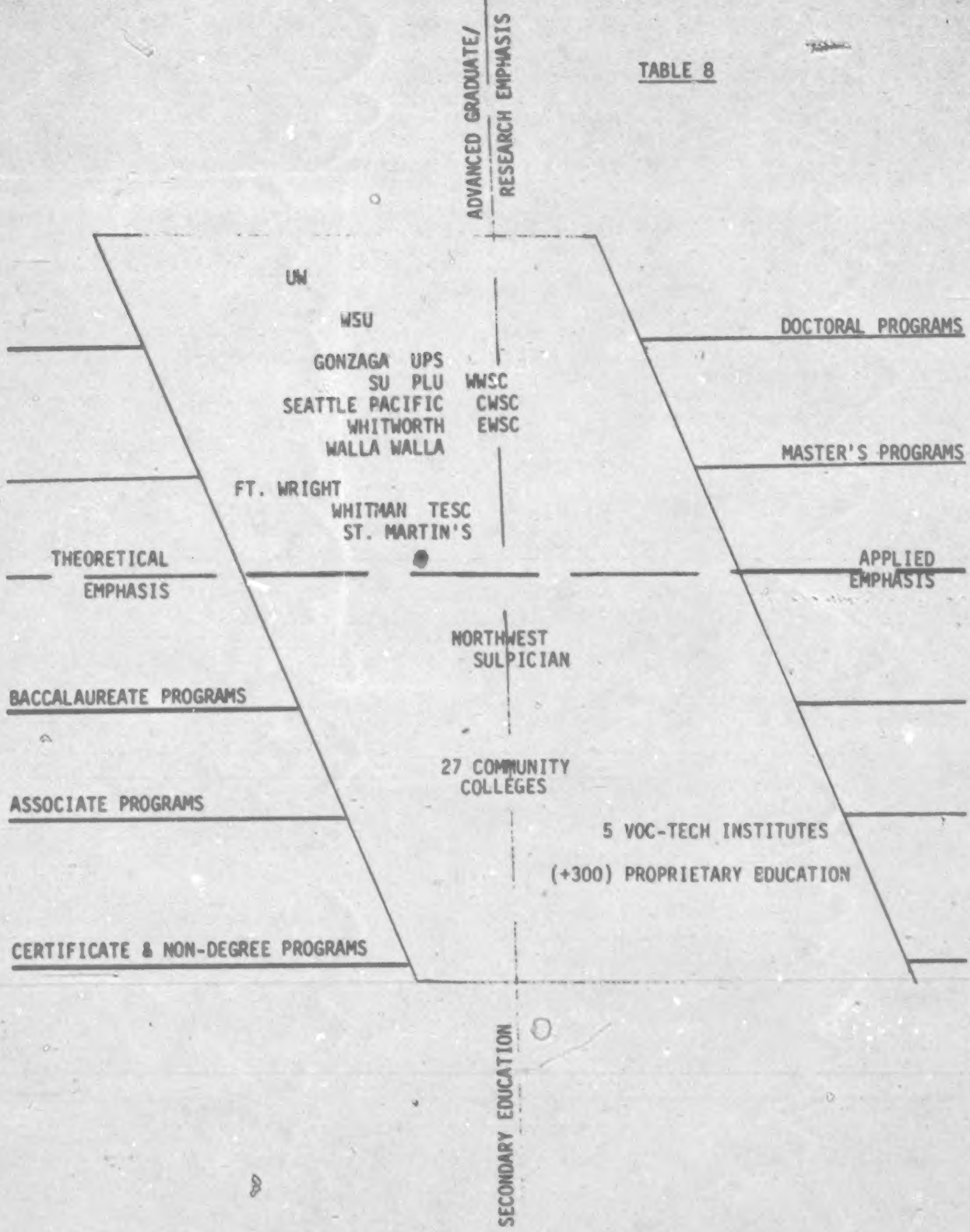
In terms of institutional placement in the total structure of postsecondary education, institutions may be described schematically in accord with their relative emphasis on sub-degree level instruction, undergraduate level instruction, graduate level instruction and research, and the extent to which an academic or an applied orientation is stressed in program efforts. The two dimensions, instructional/research level and curriculum emphasis, provide a framework for describing institutions within a general system, as is diagrammed on Table 8.

The top of the diagram represents emphasis on graduate education and research, doctoral, and post-doctoral studies. The bottom represents the postsecondary threshold commencing with certificate or non-degree instructional emphasis. Between are arrayed levels of programs. The second dimension, academic or applied orientation, is represented horizontally, with institutions inclining to academic (or theoretical) emphases placing to the left, and those emphasizing applied knowledge placing to the right. The diagram is tilted to reflect an increased orientation to academic learning as one moves up the instructional spectrum.

The placement of Washington's postsecondary institutions on this diagram illustrates both their general orientations and their functional relationships to each other. Taken in its entirety, the illustration describes the general structure of postsecondary education in this state.

It is clear that the postsecondary education structure in Washington is represented by a variety of institutional types. Beyond this, the system that exists is one that has evolved, and this evolution has been influenced by a combination of public programs and policies, and programmatic responses dictated by economic, philosophical

TABLE 8


ADVANCED GRADUATE/
RESEARCH EMPHASIS
UW
WSU
GONZAGA UPS
SU PLU WWSC
SEATTLE PACIFIC CWSC
WHITWORTH EWSC
WALLA WALLA
FT. WRIGHT
WHITMAN TESC
ST. MARTIN'S
DOCTORAL PROGRAMS
MASTER'S PROGRAMS
THEORETICAL
EMPHASIS
APPLIED
EMPHASIS
NORTHWEST
SULPICIAN
BACCALAUREATE PROGRAMS
27 COMMUNITY
COLLEGES
ASSOCIATE PROGRAMS
5 VOC-TECH INSTITUTES
(+300) PROPRIETARY EDUCATION
CERTIFICATE & NON-DEGREE PROGRAMS
SECONDARY EDUCATION

and other considerations. While new policies and policy modifications are important if the system is to continue its evolution in a coordinated manner, it should be recognized that there is much in the way of functional allocation on which to build. This point will become more clear as the general configurations of the various postsecondary educational components in this state are reviewed.

a. The Public Universities

The two state-supported universities in Washington are the University of Washington in Seattle and Washington State University in Pullman. Both institutions offer programs through the doctoral level, and, except for law programs at Gonzaga University and the University of Puget Sound, they offer the only doctoral programs in the state. The University of Washington operates a medical center and is exclusively responsible for the training of physicians and dentists in the state. The only law school in the public sector is also at the University of Washington. Washington State University is a comprehensive land-grant university, and its exclusive responsibilities include agricultural programs and veterinary medicine. Each institution is authorized major lines in a variety of areas (one should note a distinction between "exclusive major line" and "common major line", statutory terms which by definition confer authority to develop courses of study to their fullest extent, including the offering of graduate work in the field).

Statutory major lines are somewhat dated in the sense that academic terminology has passed beyond them, but they are indicative of the missions of the universities as perceived by earlier legislatures, and they continue to operate to control somewhat the distribution of program authority in the public sector of postsecondary education.

The "exclusive" major lines of the University of Washington encompass the following program areas:

Law
Medicine
Forest Products
Logging Engineering
Commerce
Journalism
Library Economy
Marine Engineering
Aeronautical Engineering
Fisheries

Exclusive major lines of Washington State University are:

Agriculture in all its branches and subdivisions
Veterinary Medicine
Economic Science in its application to agriculture and rural life

Major lines common to the two institutions, but not the exclusive responsibility of either are:

- Liberal Arts
- Pure Science
- Pharmacy
- Mining
- Architecture
- Civil Engineering
- Electrical Engineering
- Mechanical Engineering
- Chemical Engineering
- Home Economics
- Forest Management (as distinguished from Forest Products and Logging Engineering at the UW)

A minor aside on the subject of statutory major lines is appropriate here. If the statutes are strictly interpreted, many public institutions would be in violation. "Commerce" an exclusive major line of the University of Washington, is a similar academic area. "Library Economy" probably now refers to Library Science, and Eastern Washington State College, as one example, offers a baccalaureate program in this field. With respect to the major lines common to the two universities, the "Liberal Arts" and "Pure Sciences", as well as "Home Economics", describe academic fields in which other institutions participate. Furthermore, in some areas (e.g., Agriculture and Fisheries) the community colleges have developed technically-oriented programs primarily intended to fill local area vocational needs and complement the universities' advanced programs in such areas. Thus, the statutory major lines, while generally descriptive of the roles of the universities in some areas (e.g., Law, Medicine, Veterinary Medicine, and Engineering), need to be re-examined and refined. Accordingly, the following recommendation is advanced:

141. The Council for Postsecondary Education shall re-examine statutory references to major lines for the University of Washington and Washington State University and present recommendations for their modernization to the legislature in January, 1976.

A review of degree program offerings at the two universities reveals that the responsibilities between them are distributed either in reasonable harmony with their major line responsibilities or associated with expectations concerning the offerings of doctoral-granting institutions. Both are heavily involved in core academic program areas (Humanities, Social, Biological, and Physical Sciences, Education, Psychology, etc.), and much of the ostensible duplication of effort that occurs between them is in these areas. As a general rule, much of this is anticipated for it is hard to conceive of a doctoral level university that would not offer programs in such core areas. In more specialized areas a division of effort has been developed in keeping with the statutory assignment of responsibilities. There is duplication in specialized areas, but an earlier recommendation of this report pertains to review of program overlap and need not be reported here. It is sufficient to note that the Council is involved in a review of ostensibly duplicative graduate programs.

1.) The University of Washington--A Comprehensive Research/Doctoral-Granting University

The University of Washington, located on a main campus in Seattle, with degree specializations and both undergraduate and graduate educational offerings in virtually each major discipline except Agriculture, approaches comprehensiveness in its program offerings. It is a state-supported institution, but in terms of the level of funds it receives from the federal government and other sources, it is also a national educational resource.

With an enrollment level of 34,500, the University of Washington is the eighth largest American university on a single campus, and the largest such institution in the west. While it is an important graduate center, the University enrolls 26,400 undergraduate students, ranking it sixth in the nation on this basis.

Comparatively speaking, faculty at the University of Washington, and for that matter, Washington State University, tend toward a high degree of specialization, and this is in harmony with patterns of research-oriented institutions generally in the United States. The UW's role in research is reflected in its categorization as one of the 50 leading research universities in the country by both the Carnegie Commission and the Academy for Educational Development.

The UW's enrollment ceiling renders critical its decisions regarding the best mix not only among lower-division, upper-division, graduate and professional students, but also among the various disciplines. The UW continues to perceive for itself an important role in the provision of lower-division instruction, but a gradual shift to a strong emphasis on upper-division and graduate studies is apparent.

In November, 1964, the Council of Presidents of the State Colleges and Universities prepared a report entitled "A Plan for Public Higher Education in Washington". Based on an assumption that the "open door" philosophy of opportunity should be maintained, the presidents stated that maintenance should be through the provision of suitable opportunities among a number of institutions which would vary individually in types and levels of postsecondary education. The state colleges would stress equally lower-division levels and upper-division and graduate levels (50/50 ratio), while the two universities would stress the upper-division and graduate levels (40/60 ratios). With a lower-division enrollment representing about 30 percent of the total, the University of Washington has surpassed the quota established for it.

From the perspective of the recommendations of this report, the UW's progress in shifting its student mix is imperative. The Seattle area contains a number of community colleges, institutions which are capable of meeting the lower-division educational needs of the area. From the perspective of state-level planning, the University of Washington's role should be that of an institution emphasizing upper-division and graduate programs, and functioning as a receiving institution for qualified community and other college and university transfer students. This conception does not cast the UW in the role of a "senior institution" (a term which in its strictest sense applies to institutions without lower-division programs); rather, it recognizes that some lower-division instruction is necessary and desirable. But there are viable alternatives for lower-division instruction in the Seattle area. Upper-division and graduate study alternatives are far less prevalent. If the UW's instructional role is to be congruent with objective circumstances, it must stress upper-division and graduate instruction.

Such a role statement is in harmony with an inference that can be drawn from the UW's description of its distinguishing educational mission, as stated in its draft Six-Year Plan. This distinguishing educational mission is to provide programs of graduate and professional education commensurate with perceived regional and national demand; while the major component of the UW's instructional program will be undergraduate instruction, in terms of enrollments, the emphasis will be on upper-division instruction.

Perhaps the most apparent problem involving the UW concerns its presence in the midst of the greatest population concentration in the state, and the limits to access imposed by limitations on its size. Since it is already one of the largest single-campus institutions in the country, the desirability of further physical expansion is questionable. The creation of a second four-year public campus in the Seattle area is advocated by many at the UW, as well as by various national authorities. This subject should be studied, but at the present the arguments for such action are not persuasive. The development of external programs emerges as one approach that might accommodate unmet needs in the Seattle area, and others are suggested elsewhere in this report. The UW, by virtue of its faculty and facilities resources, its educational television potential, and its general role with respect to the concentration of advanced educational needs in the Seattle/Puget Sound area, should be considered and involved in the planning and development of such external offerings.

2.) Washington State University--A Comprehensive Land-Grant Research/Doctoral-Granting University

Washington State University, located in Pullman, in the southeastern corner of the state, with degree specializations and undergraduate and graduate educational experiences in virtually every major discipline area except those exclusive to the University of Washington, is a comprehensive educational institution.

Washington State University was created as a land-grant institution, with basic educational responsibilities in agriculture and the technical sciences and the academic educational areas. As the institution with sole responsibilities for the provision of land-grant institutional functions for the residents of Washington, Washington State University's service area encompassed the state from the beginning. This pattern has continued, and WSU draws its students more evenly from throughout the state than any other college or university in Washington, public or private. Particularly because of its location, WSU has always been a residential institution. Students have moved to Pullman for their education at that institution, and the typical WSU student is more than 100 miles from the family home and resides in campus-owned housing.

Washington State University's current enrollment exceeds 16,000. Its enrollment has shown remarkably steady increase during a period when those of other institutions were stabilizing or declining. As noted earlier, part of this may be attributable to its institutional status as a comprehensive university (e.g., turnaways from the UW consistently identified WSU as their first alternative), another may be related to its location and residential nature. Ninety-one percent of its total enrollment is comprised of Washington residents. More than 50 percent of its students emanate from west of the Cascades, and nearly 35 percent come from King, Snohomish, and Pierce Counties. Twenty percent is drawn from King County alone. About 12 percent of WSU's students are in its graduate programs, a proportion that has been generally expanding.

Faculty at WSU have stated that much of its graduate professional education role relates to the training of persons for careers in locations outside the Seattle metropolitan area. Such a role is an important one, for it is evident that in many professional areas there is a maldistribution of practitioners throughout the state. If WSU's programs are contributing to a better distribution of professionals, they are serving an important and unique function.

Finally, WSU has led the state in involvement in consortia agreements in professional program areas. Its arrangements with Eastern Washington State College in the Spokane Nursing Consortium and with the University of Idaho (which is Idaho's land-grant institution) for the sharing of facilities and program resources, particularly in Agriculture and soon extensively in Veterinary Medicine, suggest that these endeavors can be effective.

Washington State University's location can be viewed both as an advantage and as a hindrance. The advantageous aspects concern its appeal to students and families of students who prefer study at an educational institution removed from the distractions of metropolitan living (an omnipresent factor in the educational experiences of students attending the UW). The aforementioned gradual but steady expansion in WSU's enrollments suggests that this quality is appealing. A second advantageous quality concerns WSU's proximity to the University of Idaho. Expanded working relationships between these two institutions could facilitate the utilization of extensive instructional and research resources in a coordinated manner. Perhaps the point to be recognized here is that both institutions (WSU and the UI) are removed from the population centers of their respective states. This condition has created an incentive for each to become a self-contained educational entity with varied program resources. Cooperation between them could reduce the imperative to continue this pattern while augmenting the resources of each. There is no prohibition on cooperative relationships that could not be overcome by careful planning.

The locational factors can operate to the disadvantage of WSU in such areas as program size and the provision of instructional opportunities to persons who must work and do not live closely enough to the campus to commute. This can lead to a situation wherein desirable and necessary programs, particularly in professional or specialized areas, are under-enrolled. In such cases, it may be necessary to take the program to the people who need it, even though such responses can have implications for WSU's residential campus character. The Council will work closely with WSU in various programmatic areas to reduce some of these problems. Recent efforts by WSU to offer its baccalaureate program in Hotel Administration in the Seattle area serve here as a potential pilot endeavor.

The observations pertaining to the two universities suggest the following institutional role and mission recommendations:

142. The Council for Postsecondary Education recommends that the University of Washington provide instruction in the liberal arts and sciences and in the professions, as appropriate through the doctoral level, and that it have exclusive responsibility in public postsecondary education for instruction in the profession of law and for graduate instruction in the professions of medicine and dentistry.

143. The Council recommends that Washington State University provide instruction in the liberal arts and sciences and in the professions, as appropriate through the doctoral level, and that it have exclusive baccalaureate and advanced program responsibility in public postsecondary education for instruction in Agriculture and its related fields and Veterinary Medicine.

144. The Council recommends that the University of Washington and Washington State University have responsibility for the offering of the doctoral degree, and that the two have joint and exclusive responsibility for the offering of the doctorate in Washington public postsecondary education.

145. The Council recommends that the University of Washington and Washington State University continue to have common responsibility in public postsecondary education for the offering of instruction in Engineering, but the Council will review the need for both universities to offer doctoral programs in this field and make recommendations to their governing boards, the Governor, and the Legislature prior to January, 1978.

146. With further regard to the coordination of program efforts between the two universities, the Council for Postsecondary Education will consider needs a) for major line programs in Pharmacy at each institution, and b) for doctorate-level programs in Pharmacy at the two institutions and make recommendations to their governing boards, the Governor, and the Legislature prior to January, 1978.

147. The Council for Postsecondary Education recommends that the University of Washington emphasize the role of a receiving institution for students at the upper-division and graduate levels and that this institution work closely with the community and state colleges to ensure maximal transferability of earned credit. As a corollary, the Council recommends that the University of Washington, Seattle University, Seattle Pacific College, and the Seattle area community colleges investigate procedures to encourage residents of the area who must utilize local educational opportunities to enroll in the community colleges for their lower-division educational experience, conveying their findings and recommendations to the Council and the State Board for Community College Education prior to June, 1977.

148. The Council recommends that Washington State University continue its response to educational needs through the provision of undergraduate and graduate university educational experiences in a balanced manner.

149. The Council requests that Washington State University continue to study the desirability and feasibility of cooperative arrangements with the University of Idaho and that it prepare a report describing a) the extent of current cooperative arrangements, b) plans for further arrangements during the period 1976-1980, c) arrangements that might occur after 1980, d) limitations, statutory and other, on such arrangements, and e) an institutional assessment of the advantages and liabilities of such cooperation. The Council further requests that such a report be transmitted to it prior to January, 1977.

b. The State Colleges

Central, Eastern, and Western Washington State Colleges, located respectively in the central, eastern, and northwestern areas of the state, with undergraduate programs in major discipline areas, and graduate programs through the master's degree in a variety of academic and professional fields, are multi-purpose educational institutions. Over the years each has assumed the role of an educational resource center for residents of the regions they serve. The Evergreen State College is a slightly different species of state college. Operational in 1971, Evergreen stresses discipline integration and, accordingly, awards only one degree--the Bachelor of Arts. Evergreen does not offer graduate programs, and it is not involved in teacher education programs. Thus, some differentiation is necessary in this review of the state colleges.

1.) Central, Eastern, and Western Washington State Colleges--Non-Doctoral-Granting Regional Universities

Created as normal schools with the primary function of teacher-preparation, Central, Eastern, and Western State Colleges pursued normal evolutionary paths first into teacher's colleges and subsequently into state colleges. Such an evolution was inevitable. As the educational needs of the residents of their service areas broadened, it was necessary that the program offerings of these institutions do the same.

As their program offerings encompassed broader spectra, they began to assume the image of general purpose colleges in the eyes of their clientele. Thus, new programs developed in response to at least two stimuli: the requirements imposed by their roles as multi-purpose institutions, and, related to this, the educational needs of the residents of their service areas.

Unlike the University of Washington and Washington State University, the state colleges are not assigned specific areas of program responsibility (major lines) by statute. Rather, degree level authorizations are statutorily specified: all four colleges may award the BS, BA, BAEd, MS, MA, and MEd.* In addition, Eastern is authorized to award the MSW. The state colleges may award the Associate degree in Nursing to students completing two-year programs accredited by the appropriate state agency, but none has yet exercised this option. Western is authorized to offer the PhD in Education degree, subject to the review of the Council. No such program is offered there.

Central, Eastern, and Western offer a range of master's degree programs along with a comprehensive array of programs at the undergraduate level. At the same time, all are extensively involved in Education (teacher preparation) programs, and each has a long history of involvement in this field. Baccalaureate programs in these three institutions are offered in 20 of 23 general discipline categories, and graduate programs are offered in 13. Graduate programs are not available at these institutions in Architecture, Area Studies, Communications, Computer and Information Sciences, Engineering, and Public Affairs. It is reasonably clear that in terms of their degree program offerings, the three have made the transition from teaching colleges to multi-purpose institutions.

The service areas of the three older state colleges can be described by the residency patterns of their students. Central draws a large percentage of its students (70 percent) from the centrally-located counties of King, Pierce, Snohomish, Chelan, Kittitas, Yakima, Benton, Klickitat, and Grant Counties. Eastern heavily supports Spokane County, the county of its location (more than 60 percent of its enrollments are drawn from Spokane County). Seventy percent are from residences in Spokane, Pend Oreille, Stevens, Lincoln, Adams, and Whitman Counties, all located in the eastern region of the state.

Seventy-five percent of Western's students come from Whatcom, Skagit, Snohomish, King, and Pierce Counties, all located in a tier west of the Cascades. While there is some overlap in service areas, especially in King, Pierce, and Snohomish Counties (and particularly between Western and Central) it is evident that these institutions relate to the educational needs of students from particular areas, and they do this to a significant degree. While each institution also educates numbers of students from counties outside their immediate service areas, they are regional educational resource centers.

This view is also supported by the extent to which their enrollments are comprised of resident students. About 95 percent, on the average, of their students are Washington residents. In addition, all three perform important roles as recipient institutions for community college transfer students.

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*These limitations were removed by HB 720, passed by the legislature during the 1975 session.

Their undergraduate educational roles derive from these factors. All three institutions should continue their emphasis on undergraduate education, providing opportunities suited primarily to the needs of area, or regional, students seeking direct entry into a baccalaureate program and transferring students from area community colleges seeking entry at the upper-division.

Central, Eastern, and Western also perform important graduate education functions. Their roles in graduate education, again, are heavily area-defined. A major element centers on the offering of programs designed to prepare students for entry into, or advancement within, professional careers. There is an important need for these institutions to offer applied master's programs in response to the needs of resident professionals and to the needs of students preparing for advanced graduate studies at another institution.

The stress on each institution's service area and the identification of future roles related to the educational needs of students in these service areas, need not be applied in a constrictive fashion. It would not be appropriate or desirable to limit the mobility of Washington students by stating that they should choose to attend only the institution serving their particular residency area.

The service areas of these institutions, however, suggest a framework for the offering of programs, particularly programs at the graduate level, that accord more directly than at present with the educational needs of the region. Beyond this, they suggest a framework for the offering of off-campus programs and provide, thereby, a basis for a coordinated approach to this apparent emerging need.

There have been tendencies within these institutions, and others in Washington, to develop similar programs, often at the graduate level, and continue their offering even though there may not be sufficient student interest to support the maintenance of more than one or two such offerings in the state. Sufficient area or regional need for a program can be substantiated by the presence of consistent evidence of strong enrollments and placement opportunities for students completing the program. Should there not be sufficient need to warrant the continuation of programs in similar fields at several institutions, they should be merged in an effort to relate to the needs of students in a broader geographic area. A recommendation that institutions prepare planning statements for transmittal to the Council appears later in this report. There is need, however, for earlier statements reflecting the results of self-assessments from the state colleges. The state colleges should attempt to define those areas of strength that can support the development and offering of programs reflective of the characteristics of the individual institutions and transmit these findings to the Council for use in its program review functions.

150. The Council for Postsecondary Education recommends that Central, Eastern, and Western Washington State Colleges have as their primary function the provision of instruction in the liberal arts and sciences and in the professions and applied fields which require more than two years of collegiate instruction.

151. The Council recommends that the instructional role of these institutions be related closely to the educational needs of residents of the areas they serve. For Eastern Washington State College, this area is the eastern portion of the state, and particularly Spokane; for Central Washington State College it is the central portion of the state; and for Western Washington State College it is the northwestern portion of the state.

152. The Council recommends that within their respective service areas, Central, Eastern and Western perform the functions of receiving transferring community college students and providing undergraduate education to the baccalaureate degree and graduate education through but not beyond the master's degree.

153. The Council recommends that the service areas of Central, Eastern, and Western Washington State Colleges serve as frameworks for institutional roles in the provision of off-campus programs and options.

154. The Council recommends that these institutions define areas of institutional strength, current and projected, that can support the development of programs, particularly at the graduate level, reflective of their institutional characteristics. The Council requests that the results of such self-assessments be transmitted to it prior to September, 1977.

2.) The Evergreen State College--State Liberal Arts College

Some of the distinctive features of The Evergreen State College, those pertaining to its relative youth and the scope of its degree-granting activities, were noted earlier. Evergreen is designated a state college, but it is not of the same type as the other three. The general classification of Liberal Arts College, in contrast with comprehensive institution classifications for the other three, applies to Evergreen.

The decision at Evergreen to award one degree--the Bachelor of Arts--is reflective of its intention to achieve discipline integration within a general framework of curricular flexibility. Accordingly, interdisciplinary studies are stressed at that institution. Students receive their lower-division education through basic coordinated study groups and their upper-division experiences either through advanced coordinated studies or through group or individual contracts with particular faculty members. The interdisciplinary character of the educational approach is achieved in the coordinated studies programs wherein groups of the faculty from different discipline areas work as teams focusing on a basic theme. Opportunities for disciplinary study are available through group or individual contracts wherein students arrange with particular faculty members for instruction in more specific disciplinary areas.

Students are encouraged to follow specific career interests through a program of internships, and it is through such internships that opportunities for educational experiences in various professional fields are found. The disciplines represented on campus at Evergreen are those usually subsumed under the broad titles of Humanities, Natural Sciences, and Social Sciences.

Evergreen's service area is the Olympic Peninsula and southwest Washington. This is borne out by the fact that 67 percent of the community college transferees attending Evergreen come from community colleges in this region. Looking at it another way, 26 percent of the transferees from Centralia, 18 percent of those from Tacoma Community College, and 13 percent of those from Ft. Steilacoom transfer to Evergreen. Fifty percent of its entering freshmen are from this region. Accordingly, the bulk of the Evergreen educational effort relates most directly to the southwestern Washington region.

At the same time there are factors which complicate a response to a regional role for Evergreen. Primary among these is its program orientation--essentially liberal arts, non-graduate, and particularly interdisciplinary. Because of the nature of its individual and problem-oriented programs, as distinct from discipline and curriculum-oriented programs, Evergreen is an alternative institution for students throughout the state who prefer this educational concept. Thus, while half of Evergreen's entering freshmen are from its immediate service area, another half are not. The obvious reason is that not all students prefer or can function well in such an educational environment. This brings two evident needs into some conflict: the need on the one hand for a senior institution convenient to residents of southwestern Washington, and the statewide need, on the other hand, for educational (and institutional) alternatives.

This situation manifests itself in several ways. One of these is continuing pressure on Evergreen for the establishment of discrete professional preparatory programs at both the graduate and undergraduate levels. Another is the need to address the educational desires of part-time students in the immediate area of Evergreen. In neither instance does the Evergreen program structure lend itself to a ready resolution of the problem. With respect to the desires for more discrete professionally-oriented programs, the view of this report is that they are costly, there are other alternatives in the state, and frequently the interest is in specific programs where oversupplies of graduates are already apparent (e.g., teacher preparation). Accordingly, there is an incentive to concentrate rather than proliferate program opportunities in many of these areas. In some cases, it may be possible for Evergreen to cooperate with other institutions, providing the physical facilities for the use of faculty who would offer instruction on the Evergreen campus. This possibility should be considered.

With respect to graduate level instruction at Evergreen, the undergraduate program structure theoretically lends itself well to a continuation through the master's level, but not necessarily in a specific graduate professional program sense. Accordingly, rather than, for example, a specific master's program in Public Administration (which is frequently mentioned as one possibility), a better approach might be a more broadly-based program which allows graduate students to work in problem-oriented interdisciplinary seminars, gain credits for work experience, and, in effect, carry the undergraduate program approach through to the master's degree. It is not clear how a specific academic discipline approach to graduate education could fit at Evergreen.

Finally, the needs of part-time students in the immediate Olympia area are real, and the fulfillment of these needs by Evergreen is likely to prove a difficult problem. Currently, there are nearly 16,000 government employees in Olympia. Since 1960, this number has increased over 126 percent. The educational needs of these persons, and others who must work during the day, are not easily met through a program in which there is no class/time-schedule/evening program/discrete course and credit structure. To Evergreen's merit this problem is recognized, and course modules which focus on more specific courses and schedules than the Coordinated Studies program employs have been and are being developed. Rather substantial forays into the credit for experiential learning area are also underway at Evergreen. The final solution to the problem may go well beyond these, and it may have to involve other institutions, including community colleges, but it is important that the problem be recognized.

There is a danger that resolution of the service-area response issue could undermine the Evergreen alternative unless ways are found within that institution to effectively accommodate regional educational needs within a nontraditional structure. The situation is ironic. Evergreen has made extensive and important strides in its response to the educational requirements of nontraditional learners. Its problem now may be finding a better balance between these responses and the needs of traditional learners. The Council is supportive of Evergreen's efforts to describe and provide an institutional and educational alternative. But it also recognizes that the greatest challenge to Evergreen during the years immediately ahead is that of finding ways to make itself responsive to the educational and career-preparation needs of a general clientele. Evergreen's most significant contribution to postsecondary education may ultimately reside in its resolution of this problem.

155. The Council recommends that the primary function of The Evergreen State College be the provision of interdisciplinary instruction in the Humanities, Social Sciences, and Natural Sciences through the master's level.

156. While Evergreen does not offer graduate education, it has statutory authorization to do so.* While Evergreen's first priority effort is

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*HB 720, passed by the 1975 Legislature, removed this authorization.

and should be the consolidation of its undergraduate program, there is a likely future need for it to offer an adequately-supported master's degree. The Council recommends that Evergreen give serious consideration to the development of a master's program that is an extension of its undergraduate programmatic structure, reflecting a similar interdisciplinary and problem-oriented mode.

157. The Council supports a role for Evergreen as a nontraditional educational alternative in public postsecondary education, but it recognizes a need for Evergreen to render its educational approach responsive to the requirements of both traditional and nontraditional students. The Council will cooperate with Evergreen in the identification of residual educational needs, particularly in its service area and in the development of a balanced response to these needs.

3.) State College Re-designation

Central, Eastern, and Western Washington State Colleges have evolved beyond the state college state. Each is a multi-purpose educational center with a range of programs at both the graduate and undergraduate levels. At the same time, none is considered a comprehensive university, in that none offers doctoral programs. The term applied to these institutions in this report is that of Regional University. It is believed that such a designation more effectively describes their role in Washington postsecondary education than the current appellation. Moreover, it distinguishes them, on the one hand, from the two state universities, and, on the other, from The Evergreen State College. It is believed that this term should be formally applied through statutory change. A summary of more specific points subsumed in this attitude includes the following:

1. In a technical sense all of these institutions are universities. They offer graduate education through the master's degree in a range of areas, including professional fields. As such, they accord with a long-recognized definition of a university, that developed in the mid-1950's by the Commission on Financing Higher Education.

2. In the United States the term "college" increasingly refers to institutions without graduate programs. By the same token, all senior institutions (four-year institutions) in Canada are referred to as universities.

3. In each of the seven states used for salary comparison purposes by Washington, the counterpart institutions to Washington's state colleges are designated universities.* Accordingly, the salary levels in Washington's state colleges, based on comparisons with these out-of-state institutions, would not be affected by such re-designation.

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*The seven state colleges in Minnesota were re-designated universities in May, 1975. The comparison institution for Washington's state colleges in Oregon is Portland State University.

4. Of the 197 public institutions listed by the Academy for Educational Development as Comprehensive Universities and Colleges (the listing in which Washington's three older state colleges are found) 132 are called universities.

5. The preponderance of institutions with membership in the American Association of State Colleges and Universities are designated universities. Nearly all the other member institutions designated colleges are more limited in functional responsibility than those in this state.

6. The re-designation of comprehensive state colleges to universities is a trend in American higher education. Since 1967, nearly 90 state colleges have been so re-designated. In terms of enrollments, highest degree awarded, and scope of program offerings, these re-designated institutions are comparable to Washington's three older state colleges.

7. Several Washington private colleges have re-designated themselves as universities in recent years: The University of Puget Sound, Seattle University, Gonzaga University, and Pacific Lutheran University. Except for law schools at Gonzaga and the University of Puget Sound, these institutions, all of which have lower enrollments than the three older state colleges, reflect the range of program variety apparent at Central, Eastern, and Western.

8. A poll of states wherein re-designations occurred since 1967 failed to identify increased costs associated with the change. Respondents reported enhanced faculty and student morale, and many noted that students are more satisfied with the academic credentials they have earned; reportedly this relates to more effective competition for jobs or entrance to graduate school.

9. The re-designation of the three older state colleges, while continuing to view Evergreen as a state college, reinforces the important distinctions that exist between them.

10. The re-designation would not entail authority to offer doctoral programs. The Council has recommended that doctoral programs continue to be offered only in the two state universities. This recommendation will apply in the Council review and recommendation of new degree proposals from these institutions.

11. Finally, the referent "regional university" will not only distinguish these institutions from the "state universities" and The Evergreen State College, but will also more accurately describe their roles and missions in Washington postsecondary education than does the current terminology.

158. The Council for Postsecondary Education recommends that Central, Eastern, and Western Washington State Colleges be statutorily designated as regional universities without implying authorization to grant doctoral degrees and that the respective titles "Central Washington University," "Eastern Washington University," and "Western Washington University," be applied. The Council recommends that The Evergreen State College continue to be so designated. The Council will convey these recommendations to the Governor, the Legislature, and the respective institutional governing boards in January, 1976.

c. Research in Public Postsecondary Education

Responsibility for research in postsecondary education is a subject that arises periodically, but has yet to be clarified. Commonly the government, other granting agencies and the institutions have taken a laissez-faire approach towards the sponsorship of research. Little has been accomplished by way of setting objectives for research, developing priorities among research activities and rationalizing a balance between basic and applied research. Research roles for the two state universities have been historically established; while those of the state colleges remain unclear.

The University of Washington consistently ranks high on national lists of institutions receiving federal funds for research. While Washington State University has received lesser amounts of federal dollars than the University of Washington, its research responsibilities as a doctoral-granting institution, and particularly as a land-grant university with basic responsibilities for research both in academic areas and in Agriculture, Veterinary Medicine, and the Sciences, are also apparent.

Both universities' organized research programs consist of state budgeted research and grants and contracts funded with federal moneys and funds from private businesses and state and local governments. Departmental research, or scholarly activities, are budgeted under instruction but are linked to their research programs.

In its 1975-77 biennium budget request, the University of Washington identified total direct expenditures for FY 73 for research from grant and contract funds in the following amounts*:

Scientific Expenditures	
Arts and Sciences	$10,214,888
Engineering	2,458,491
Fisheries	1,765,083
Forest Products	2,030,767
Graduate School	300,457
Medicine	18,120,233
Dentistry	203,901
Nursing	218,765
Pharmacy	88,823
Public Health	2,093,744
Health Sciences Center	3,267,591
Applied Physics	2,685,151
Division of Marine Resources	959,641
Joint Center Grad. Study	156,688
Center for Quantitative Sci.	170,346
Other	179,046
Total Scientific Research	$44,917,705
% of Total University Research	96%

Social Expenditures:	
Arts and Sciences	1,417,962
Business Administration	60,048
Education	232,180
Law	61,005
Public Affairs	97,630
Social Work	42,602
Total Social Research	$1,911,427
% of Total University Research	5%

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*Does not include expenditures for training grants, workshops, institutes and direct costs. Total grant and contract research funds for FY 1973, which includes such expenditures, were $66,151,253.

The bulk of these funds emanated from non-state sources. For the 1975-77 biennium, the Governor's budget requests $4.26 million in state funds for separately budgeted research programs for the University of Washington. Coupled with an anticipated $147 million in grants and contract research funds, this exceeds the amount requested for general instruction* by more than $55 million.

A question as to the dependence of instruction on research at the UW is evident. This, in turn, leads to a further question on what would be the impact on the University of Washington if substantial changes occurred in federal funding patterns in that such grants comprise the bulk of these research funds.

This problem is also applicable to Washington State University. The Governor's biennial budget request for WSU includes $43.6 million for instruction and approximately $41 million for research. Research programs and activities identified by Washington State University in its 1975-77 biennium budget request are the following:

Health Care

Veterinary Clinic
Laboratory Animal Resources
Primate Research

Human Resources

Social Research Center

Ecology

Water Resources Center
Environmental Research Center
Agricultural Research Center
Washington Archeological Research Center

Technology

Computing Center
Engineering Research Division
Electron Microscope Center
Isotope Research and Radiation Center
Nuclear Radiation Center

During 1974, Washington State University received $6.29 million in federal grant awards for research. The largest awards were made by the Department of Health, Education, and Welfare, for Public Health Service Research, and the National Science Foundation ($1.19 and $.85 million, respectively).

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*Excluding Health Science Instruction.

Funded research at the state colleges is significantly less than that at the two universities. Central Washington State College has budgeted $147,000 for separately budgeted research, and $200,000 for federally budgeted research for the upcoming biennium. Eastern has budgeted $176,000 in separately budgeted research for this period, and Western, with the most extensive organized research program among the state colleges, has budgeted $561,000 in state-funded, and $690,000 in federally-funded projects. The Evergreen State College identifies $126,000 in federal grants and contracts and $621,000 in federally funded projects for that biennium.*

Currently, the only official state policies regarding research in public postsecondary education are the general statutory provisions for certain lines of research by certain institutions, particularly the University of Washington and Washington State University, and the amounts for research included in each biennium's general appropriations. In rerecognition of this, the Governor's 1975-77 budget request instructs the Council for Postsecondary Education to conduct a thorough analysis of research in public policy in the area. Specific statements instruct the Council to address the questions: What guidelines, controls, reporting requirements, etc., should govern "departmental research?" What is the necessity or desirability of departmental research at various institutions? What guidelines should govern the acceptance of research grants by the individual institutions? What criteria should the state use in deciding how much to invest in "separately budget research?" and what reporting requirements should there be for this program?

Subsumed in this directive to the Council is the major question of what should be the roles of the public institutions of postsecondary education in research? For example, should research activities at the state colleges focus primarily on the needs of the regional service areas? A definitive answer to these questions must await the results of the study mandated the Council. However, on the basis of general historical patterns in this and other states it is possible to identify interim research roles and missions. Pending study of the matter, the following interim institutional research roles are recommended:

159. The Council recommends that state-funded research not directly related to instruction or to applied research should be the responsibility of the University of Washington and Washington State University, and these two institutions should be the principal state-supported academic research agencies.

160. The Council recommends that applied research pertinent to their institutional characteristics and level of operation be an appropriate responsibility of both the state universities and the state colleges.

161. The Council recommends that individual research for scholarly publication and research related to the enhancement of individual teaching capabilities be an appropriate responsibility of each type of institution.

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*Executive Budget request, 1975-77 biennium.

162. The Council recommends that research and development in improvement and innovation in teaching be the responsibility of the state universities, the state colleges, and the community colleges.

163. During the 1975-77 biennium the Council will undertake an analysis of research in public postsecondary education with specific attention directed toward the identification of institutional research responsibilities, the relationship of research to instruction, and the effects if substantial changes occur in funding patterns for research activities. The Council will report its findings and recommendations to the Governor and to the Legislature prior to November, 1977.

d. The Community Colleges

Washington has been identified as a pacesetter state in the development of community colleges. Not long ago (1968), this state, along with six others (California, New York, Illinois, Michigan, Florida, and Texas) accounted for more than two-thirds of the nation's community college enrollments and for more than one-third of its public community colleges. The state remains in the forefront of community college education. With 27 geographically dispersed campuses and more than 120,000 students, Washington's community colleges comprise a mature system, and this system culminates a developmental process that began almost 50 years ago, with the creation of Centralia College in the mid-1920's.

The basic statement on community college roles and missions is that contained in the 1967 Community College Act. This landmark statute completed the organizational process through which the community colleges had moved during the preceding 25 years, and it recognized these institutions as they had evolved in this state, an independent sector of postsecondary education, open to all residents, and providing academic, vocational, adult, and community service education programs. The Act also established the State Board for Community College Education as the central administrative agency for community colleges. By virtue of its provisions, the community colleges are required to:

> Offer an open door to every citizen, regardless of...academic background or experience, at a cost normally within (one's economic) means.
>
> Offer thoroughly comprehensive educational training, and service programs to meet the needs of both the communities and students served by combining, with equal emphasis, high standards of excellence in academic transfer courses; realistic and practical courses in occupational education, both graded and ungraded; community services of an educational, cultural, and recreational nature, and adult education.

The law requires that these responsibilities be carried out with "efficiency, creativity, and imagination," and that "unnecessary duplication of facilities and programs" be avoided. It calls for orderly growth and improvement, and it specifies that the community colleges are, "for purposes of academic training, two-year institutions, and an independent, unique, and vital part of the state's higher educational system."

The Community College Act reflects the national view of what has become the main objective of the community colleges: the open-door educational philosophy. This role poses problems. Community colleges are called upon to perform a greater variety of services for a more diverse clientele than any other category of postsecondary educational institution in the United States. The open door calls for admission for all who can benefit, without regard for past educational achievement. Since the capabilities and interests of students in such a setting will vary extensively, the community colleges must offer a range of courses and programs sufficient to accommodate these varied interests and capabilities; if they are to be effective, they must offer comprehensive curricula.

At the same time, they must operate in an environment of finite resources; a truly open door and a truly comprehensive curriculum are less than realities. In operation, the open door cannot be open beyond the point where resources are exhausted. The view expressed earlier in this report is that resource limitations may force institutions to temporarily close the door, but this decision should not dictate the establishment of institutional admissions standards inimical to the statutory requirement that students be admitted regardless of academic background. (NOTE: admission to particular programs may, of course, entail requirements reflective of individual proficiency.) In any case, it is evident that priorities are required, and it is in the establishment of such priorities that the Washington system encounters major dilemmas. One of these pertains to comprehensiveness.

The view of this report is that comprehensiveness should be a district or regional objective rather than a goal of each college, and, in any case, it must be defined not by the expansiveness of program and course inventories, but by the existence of strong district effort in each of the major community college functional areas: academic instruction, occupational instruction, adult education, and community services. Comprehensiveness, then, is defined as an articulated program of academic, occupational, developmental, and avocational courses offered in concert with a program of guidance and counseling.

The range of educational opportunities available in Washington's community colleges, the variety in time and place of their offering, the emphasis on instruction, and the comparative economy of attendance attract Washington students of many backgrounds. Washington community college students are demonstrably the most diverse of any sector of postsecondary education in the state. The concept of the "typical community college student" has about the same utility as that of the "average American family." It makes little sense to say that the median age of academic and occupational students is 25.6 years and little more that the mode is 19 years, when fully one-third of the community college students in this state are over 30 years of age. In very large measure the students in the community colleges are "new students" in terms of their characteristics. Accordingly, beyond describing them in ways reflective of their departures from previously applying stereotypes, there is no effective way of generalizing about them at all.

Perhaps the important point is that even though the senior colleges are beginning to manifest departures from traditional patterns of student characteristics, this is occurring less rapidly than has been the case in the community colleges. Thus, it is reasonable to assume that were it not for these colleges, large numbers of students would have been unable to effectively partake of postsecondary educational experiences. In this area more than in any other, the impact of the educational role of the community colleges is clear.

The types of programs students choose, regardless of whether attendance is full- or part-time, is important. It is clear that the proportion of total effort in the community colleges represented by occupational courses is on the increase. During the 1973-74 academic year, the apportionment of enrollments among academic and occupational programs (as expressed in FTE's) was 54 percent and 46 percent, respectively. These figures may be compared with those for 1968, which were 68 and 28 percent, respectively. On the basis of obvious trends, it can be comfortably predicted that occupational enrollments will attain system-wide parity with those in the academic area in the next few years.

The figures apply to the system generally, and they change as individual colleges are examined. Academic enrollments range from a high of 74 percent in Tacoma Community College to a low of 11 percent in Spokane Community College (excluding Olympia Vocational-Technical Institute, which has no academic enrollment.) These pattern departures are reasonable, for, while it is appropriate to seek a general academic/occupational balance at the system level, there is nothing magical in an arbitrary balance at the local level. The local distribution of effort should vary in accord with the distribution of demand, itself a factor that will vary from district to district, and in accord with the interaction of community colleges and other postsecondary institutions of the locality.

It was earlier mentioned that strong correlations between institutional locations and the origins of students exist for all of the community colleges. These patterns reinforce a role for the community colleges as locally-oriented institutions with basic responsibilities for the reasonable maintenance of programs directed to community educational needs.

The instructional role of the community colleges bears some relationship to the question of allocation of responsibility for lower-division academic instruction among public postsecondary educational institutions. The question is whether such responsibility should accrue to the community colleges, with the senior public institutions assuming basic responsibility for upper-division and graduate education, or whether the current pattern of shared responsibility should continue. The position of this report is that both the senior institutions and the communtiy colleges should continue to share responsibility for lower-division academic education. Presently in Washington the public senior institutions perform the preponderant role in the lower-division college-parallel educational area, with this responsibility split among the two segments about 60/40. A general expansion of the community college role to encompass primary responsibility for lower-division college parallel programs does not seem appropriate except in the case of the Seattle area, a situation described in an earlier section.

Community colleges are rapidly becoming the primary education agencies for preparing people for entry into skilled occupational positions. This responsibility is partially shared with the vocational-technical institutes, but by virtue of the vocational-technical institute locations (all around Puget Sound) and their lesser number (5 in comparison with 27 community colleges), the basic statewide role in occupational education is fulfilled by the community colleges.* This role encompasses the preparation of persons for initial entry into the labor market, retraining for new jobs as skills become obsolete or no longer in demand, and supplemental training for those needing skill upgrading for their current job. Conservatively, more than 200 occupational programs in some 20 general fields are offered in the community colleges of this state.

A third functional component of the community college role is the provision of Adult Basic Education. This includes programs aimed at the development of eighth grade competencies among adults and high school completion. About one in every fifteen community college students is enrolled in Adult Basic Education. In the fall, 1973 term, approximately 8,800 students were involved, a figure representing about 6 percent of the total for the system.

Community service represents the fourth dimension of the community college role. This component, perhaps more than any other, attempts to relate the community college to the educational interests of members of the general public. It is an activity intended to benefit residents who for one reason or another choose not to enroll in courses and programs for credit. Community service includes the provision of courses and activities of a recreational, informational, or instructional nature in cultural or avocational areas not related to fulfillment of requirements for a degree, certificate, or diploma. By their nature they involve two basic types of activities: organized courses, and activities, such as lectures, concerts, etc. not provided within a course structure.

Because of a 1971 budget proviso requiring that such activities be self-sustaining, the number of community service courses provided in the system has been drastically reduced. The current operating policy of the State Board for Community College Education remains consistent with the legislative intent expressed in that proviso. The Board has requested a re-examination of the issue of community service funding with the view to re-establishing it at a program level equal in importance to the academic and vocational areas, and at a funding level equal to that of other courses. It is the view of this report that the matter should be re-examined with an eye to some degree of funding, but that equality of funding, particularly in view of other pressing educational needs in the state, swings the pendulum too far in the other direction.

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*The community colleges also share responsibility with the vocational-technical institutes for apprenticeship training. This topic is discussed in the section on vocational-technical institutes.

The question of relative priorities remains. The primary role of the community colleges during a period of fiscal restraint must be the provision of the various degree or certificate programs and Adult Basic Education. With insufficient funds to adequately support all four program areas, something must give. Presently this is community service. At the same time, it is recognized that a permanent prohibition of support for such programs can only lead to their atrophy. Accordingly, the view here is that the question should be re-examined with an eye to the restoration of some funding, although this funding may be only a fraction of the unit expenditures for other community college endeavors.

While there is continuing debate on whether these courses should be funded, there is strong evidence of community interest in them. Because of this, any discussion of community services must encompass consideration of emerging efforts directed to the establishment of community schools in Washington.

In 1973, the legislature authorized the Superintendent of Public Instruction, through the mechanism of community schools to provide community education programs "in the form of instructional, recreational, and (or) service programs on a noncredit and nontuition basis, excluding fees for supplies, materials, or instructor costs, for the purpose of stimulating the full educational potential and meeting the needs of the district's residents of all ages and making the fullest use of the district's school facilities." However, as a proviso, the enactment requires that rules governing the community schools be developed in cooperation with the SBCCE. The statute further requires that no state funds be used to begin community school programs or to expand existing programs.

This funding limitation is essentially the same that applies to community service programs in the community colleges. However, it is likely that some change in the community education law will be sought, since a strict interpretation would prohibit the use of state funds for building operations.

There is potential for duplication of effort between the community colleges and the common schools in this area. Presently there are few general guidelines that can apply. As long as community education programs are self-supporting and non-credit in nature, other than the fact that two systems are attempting to do the same thing on a self-supporting basis, there is no real conflict. At the same time, as long as such a situation prevails, there is probably no real fulfillment of the community demand for such programs in the state.

If the two systems approach this area cooperatively, permitting the offering of adult education programs, credit programs, and self-supporting non-credit programs by community colleges in community schools, particularly in communities where there are no community colleges, the potential for meeting these educational needs will be magnified considerably.

Finally, a comparatively minor point should be addressed here. This centers on the names of the individual community colleges comprising the system. As shown on Table 9, of the 27 campuses comprising the system, only 16 utilize the formal designation "community college." The ten

TABLE 9

Washington Community Colleges (Designation, Location, and Size)

District Number	Proper Name	Designation	Year Established	City	Counties Served	Campus Size (Acres)	Estimated District Population
1	Peninsula	College	1961	Port Angeles	Clallam, Jefferson	75	46,400
2	Grays Harbor	College	1930	Aberdeen	Grays Harbor, Pacific	124	75,900
3	Olympic	College	1946	Bremerton	Kitsap, Mason	20	125,800
4	Skagit Valley	College	1926	Mount Vernon	Island, San Juan, Skagit	86	85,600
5	Everett	Community College	1941	Everett	Snohomish	34	258,366
5	Edmonds	Community College	1967	Lynnwood	Snohomish	100	
6	Seattle Central	Community College	1966	Seattle	King	10	
6	North Seattle	Community College	1970	Seattle	King	65	513,156
6	South Seattle	Community College	1970	Seattle	King	71	
7	Shoreline	Community College	1964	Seattle	King	83	98,908
8	Bellevue	Community College	1966	Bellevue	King	97	198,242
9	Highline	Community College	1961	Midway	King	80	177,341
10	Green River	Community College	1965	Auburn	King	160	167,207
11	Fort Steilacoom	Community College	1967	Lakewood Center	Pierce	131	272,420
12	Centralia	College	1925	Centralia	Lewis, Thurston	13	130,300
12	Olympia	Vocational-Technical Institute	(1970)	Olympia	Lewis, Thurston	56	
13	Lower Columbia	College	1934	Longview	Cowlitz, Wahkiakum	27	74,100
14	Clark	College	1933	Vancouver	Clark, Skamania, Klickitat	68	154,392
15	Wenatchee Valley	College	1939	Wenatchee	Chelan, Douglas, Okanogan	56	85,300
16	Yakima Valley	College	1928	Yakima	Kittitas, Klickitat, Yakima	25	1[illegible]4,908
17	Spokane	Community College	1963	Spokane	Ferry, Lincoln, Pend Oreille	80	
17	Spokane Falls	Community College	1970	Spokane	Spokane, Stevens, Whitman	118	369,643
18	Big Bend	Community College	1962	Moses Lake	Adams, Grant, Lincoln	268	57,257
19	Columbia Basin	College	1955	Pasco	Benton, Franklin	153	96,000
20	Walla Walla	Community College	1967	Walla Walla	Asotin, Columbia, Garfield, Walla Walla	97	63,000
21	Whatcom	Community College	1970	Bellingham	Whatcom	--	85,200
22	Tacoma	Community College	1965	Tacoma	Pierce	150	178,580

campuses retaining the designation "college" were established before the Community College Act of 1967. The designation of OVTI as a vocational-technical institute, while confusing, is both a carry-over and a reflection of its currently-defined role as an occupational program-oriented campus.

The descriptive elements of the term "community college" need to be stressed. The term has come to connote an open door, largely local institution offering programs spanning areas beyond those classified as academic. Community colleges are a species of higher educational institution distinct from junior colleges, different from vocational-technical institutes, and divergent from baccalaureate-granting colleges and universities. In short, the term "community college" encompasses the role and mission of these institutions. Not to apply this designation to those select institutions which qualify for it is to at least generate confusion (e.g., in student transcripts reviewed by out-of-state institutions). Beyond this, the assumption of the unqualified appellation "college," as is the case with ten of these institutions, suggests both disdain for the community college title and an interest in recognition as something different from what they are. For these general reasons, and in the interest of consistency, all of the community colleges in the system should assume the title "community college."

164. The Council for Postsecondary Education recommends that community colleges be locally-oriented multi-purpose educational institutions offering instruction inclusive of the associate degree level in academic and vocational fields, developmental education for persons beyond the age of compulsory school attendance, and community services consistent with their roles as the primary sources of postsecondary education for the communities they serve.

165. The Council supports an educational role for the community colleges as the primary postsecondary instrumentalities for the achievement of access unencumbered by financial, social, academic, or geographic constraints and recognizes that this role requires the maintenance of fee structures at lower levels than those charged by senior institutions, the presence of community colleges in dispersed population centers, active extension efforts in off-campus activities, and the coordination of program efforts on regional bases when such coordination will reduce and limit unnecessary duplication of effort and overlap of function.

166. The Council also recognizes that the community college role entails the provision of a comprehensive range of programs, but it believes that comprehensiveness should be a district or regional objective rather than an a priori goal of each college and, in any case, should be defined not by the expansiveness of program and course inventories but by the existence of adequate effort in each of the major functional areas: academic, occupational, and adult education, and community services.

167. The Council notes that local conditions may require the achievement of comprehensiveness at the individual community college level, but it recommends that this determination be made with recognition of the program offerings of proximate postsecondary institutions and in response to evidence of local program need.

168. The Council supports a general balance of effort between occupational and academic programs in the community college system, but it recommends that at the local community college level the distribution of effort vary with demand and in accord with the presence of other postsecondary educational resources in the community.

169. The Council recommends that both the senior institutions and the community colleges continue to share responsibility for lower-division academic instruction, with the exception of the Seattle area where it is recommended that the private institutions and the community colleges assume preponderant responsibility for such instruction.

170. The Council recommends that the State Board for Community College Education and the Superintendent of Public Instruction collaborate in the provision of community education services to preclude duplication of effort and overlap of function.

171. The Council recommends that community colleges not currently utilizing the designation "community college" in their title assume this appellation.

e. The Independent Colleges and Universities

The independent colleges and universities provide a significant portion of the educational opportunities available in Washington, both qualitatively and quantitatively.* They represent a long established educational resource in the state, and they exist as an integral part of Washington's total postsecondary educational effort.

The private colleges and universities in Washington, and in the rest of the nation, can be described by the following:

--Institutional independence
--Diverse sources of financial support
--Flexibility in program development
--Diversity in mission, size, and function
--Capacity to relate directly to personal, ethical, and moral values
--Comparatively high student charges (since the cost of education must be borne in considerable measure by the student)

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*A full report on the roles and missions of Washington's independent colleges and universities is planned for release by the Council later in the year.

The instrinsic value of these institutions to Washington resides both in their ability to respond to the educational needs of many who reside here and the diversity they add to the total array of postsecondary education. They are an important element in the maintenance of student choice within the educational spectrum. In this state, the private institutions, which are often in localities not directly served by public senior institutions or where the educational needs of the residents exceed the capacity of available public institutions, fulfill a critical role not always applicable to such institutions in other states. This role may not yet have been fully appreciated either by them or by the state.

The 12 accredited private senior colleges* and universities in Washington (Table 10) account for approximately 24 percent of the headcount enrollment in baccalaureate-granting institutions, and approximately 10 percent of that for all colleges and universities. In 1973-74, they granted 22 percent of the baccalaureate degrees, 22.5 percent of the master's degrees, and 28 percent of the professional degrees (in Law and Theology) awarded in Washington postsecondary education. Overall, these institutions, none of which award doctorates, conferred 21.6 percent of the baccalaureate and above degrees awarded in this state during that academic year.

While the actual number of students in private colleges and universities has increased approximately 17 percent since 1965, the percentage of students as a proportion of total senior institution enrollments, has declined. Proportionately, the low was reached in 1971, when private college and university enrollments declined to 21.6 percent; the preceding high occurred in 1965, when such enrollments reached 29 percent. Since 1971, this percentage index has shown signs of increase; currently it is 24 percent. Moreover, the Office of Program Planning and Fiscal Management anticipates that in the decade ahead enrollments in the private sector will grow at a faster rate than enrollments in the public sector.** These estimates are shown on the table below.

	1974	1980		1990	
	#	#	% CHANGE	#	% CHANGE
Private Institutions	22,550	25,000	10.9	27,000	8.0
Public Senior Institutions	72,536	80,000	10.2	86,000	7.5
TOTAL	95,113	105,000	10.4	113,000	7.6

Even if a more conservative estimate based on a simple extrapolation of current participation patterns and distribution is employed, the growth

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*Currently seeking accreditation are Prometheous College in Tacoma, nontraditionally oriented in its delivery of programs, and the Cornish School of Fine and Applied Arts. They have applied for candidacy status with the Northwest Association of Secondary and Higher Schools.

**See Part II of this report.

TABLE 10

Accredited Private Colleges and Universities in Washington

Institution	Date Founded	Location
Whitman College	1859	Walla Walla
Gonzaga University	1887	Spokane
University of Puget Sound	1888	Tacoma
Whitworth College	1890	Spokane
Pacific Lutheran University	1891	Tacoma (Parkland)
Seattle Pacific College	1891	Seattle
Seattle University	1892	Seattle
Walla Walla College	1895	College Place
St. Martin's College	1895	Olympia (Lacey)
Fort Wright College	1907	Spokane
Sulpician Seminary	1931	Kenmore
Northwest College	1934	Kirkland

of the private colleges and universities is estimated to exceed percentages expected for public senior institutions, (or, in the case of negative growth, to diminish less than the public institutions), as shown on the following table.

	1980		1985		1990	
	#	% CHANGE	#	% CHANGE	#	% CHANGE
Private Institutions	23,070	+7.3	23,257	+0.8	22,674	-2.5
Public Senior Institutions	79,893	+7.2	80,201	+0.4	77,749	-3.0

These are important, for they bring to the forefront concerns for planning in a steady state, and particularly concerns for the maintenance of educational quality as enrollments stabilize or decline. In the case of the private colleges and universities, there is notable potential for program flexibility in coping with this situation, although it must be recognized that these institutions are considerably more dependent on tuition and fee revenues for their well-being than is public postsecondary education

Again, private collages and universities provide particularly significan educational opportunities in the areas of the state in which access to public senior institutions is limited. There are no public senior colleges or universities in the Tri-Cities area (although the Joint Center for Graduate Studies in Richland provides substantial postgraduate educational opportunities for the region), but there are two senior private colleges (Walla Walla and Whitman) nearby. Similarly, there are no public senior institutions in Tacoma, but two private universities (Pacific Lutheran University and the University of Puget Sound) are located there (with a third emerging institution, Prometheus College, presently seeking candidacy for accreditation). The service function of private colleges and universities in such areas can be exemplified by the fact that in 1973 approximately 37 percent of the community college transfers in the Tacoma area selected either the University of Puget Sound or Pacific Lutheran University to pursue baccalaureate programs. As noted earlier in this report, nearly 65 percent of the enrollments in private colleges and universities consist of Washington residents, with the preponderance of these enrollments coming from the immediate geographical regions served by these institutions.*

The educational role of these institutions as it relates to the needs of residents is obvious. Of comparable importance in its own right is the fact that these institutions attract significant numbers of out-of-state students (approximately 38 percent of total enrollment) to Washington from other parts of the country. The economic impact of these students is a reasonably important benefit itself.

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*See section on Access.

The primary program focus among the private colleges and universities is on the liberal arts. Professional programs are offered, and two of the state's three law schools are operated by private universities (Gonzaga University and the University of Puget Sound). Excepting St. Martin's, Northwest, Sulpician Seminary, and Whitman, all offer programs through the master's level, although the emphasis is on baccalaureate-level instruction (80 percent of all degrees conferred by the private sector in 1973-74 were bachelor's degrees).

In the main, the types of programs offered by the private colleges and universities are comparable in type and scope to those offered by the three older state colleges in Washington. This is to say, at the graduate graduate level emphasis is on teacher education and business administration, with strong evidence emerging of institutional interest in diversifying efforts in professional and applied areas. Currently, professional education is available in the private sector in the areas of engineering, nursing and law (and business and public administration). Baccalaureate programs are available in all of the HEGIS discipline categories except agriculture, architecture, and library sciences. In all, over 20 distinct baccalaureate degrees, 15 master's degrees, and 2 advanced professional degrees are awarded by institutions in the private sector.

While there are important similarities between the private and public senior institutions in this state, the distinctions between them remain significant. These distinctions persist as important vestiges of different educational rationales, although no such distinctions existed at the outset of higher education (a term used here intentionally) in this country.

Higher education emerged in the United States as a jointly-shared enterprise between private or church-related groups and the colonial governments. Neither public nor private (as these terms would then have been inappropriate), the colleges served dual roles as representatives of denominational interests and the colonial governments that supported them. The varying sectarian emphases among the colonies prompted diverse educational orientations reflective of the values of the supporting political and religious groups.

During the formative years of the nation, there was great expansion in the number of colleges and universities. This expansion was attributable to an eagerness among the state and local governments to boast of their own college facilities, the strong sectarianism existant during the period which prompted each denomination to form its own colleges, and a desire to bring knowledge to the population as it expanded and moved westward. It was during the 1800's, with the Dartmouth College Case in 1819, wherein the Supreme Court ruled that private institutions of higher learning were private corporations and not subject to the prescriptions of state legislature, coupled with the development of state universities and colleges after the Civil War with the Morill Act establishing state land-grant colleges that higher education bifurcated into distinctive private and public systems.

In Washington, higher education traces its beginnings to a private institution. Whitman College (then Whitman Seminary) was granted a charter by the State Legislature in 1859 (which was two years prior to the establishment of the first public higher educational institution). Nine of the 12 accredited private institutions were operative in Washington by 1900.

Ideally, the private and public sectors should be viewed as complementary, each fulfilling distinctive roles in meeting educational needs. They should be seen not as separate systems in isolation from each other, but as interdependent and mutually reinforcing components of an overall system providing latitude of choice for students seeking educational opportunities.

In fact, the situation is not ideal. The emerging situation is increasingly paradoxical. While there is complementarity, there is also competition; while there is distinctiveness, there is also redundancy; while there are alternatives, there is also a cost barrier which inhibits effectiveness.

Before any of these conditions can be redressed, the basic policy question of whether the state has a responsibility to assure the survival and vitality of private colleges and universities must be addressed. If the answer to this question is positive, the second question must concern the means by which the state is to achieve this, on the one hand without threatening institutional independence, while, on the other, achieving fiscal accountability, and by extension, true coordination.

A major cause of the current situation, stimulating an interest among private colleges and universities for greater public recognition of their contributions and presence, and precipitating the dilemma of accountability/autonomy, is the rising cost of attending private senior institutions, a factor also significantly affecting the financial stability of many private institutions. Tuition and fee rates in the private colleges and universities have risen in recent years, consequently widening the "tuition gap," the additional cost to the student of attending an independent institution as opposed to a public institution. While annual tuition and fee rates at public institutions have risen approximately $140 since 1971, those in private institutions have risen an average of $576. Currently, the average yearly tuition at a private institution is $2,055, compared with the average of $535 in the public senior institutions (Table 11)*. In 1971, average tuition in public senior institutions represented 26.7 percent of the average for the private colleges and universities; since then the percentage has been reduced to 26 percent, indicating that while fees in both types of institutions have increased substantially, those in private colleges and universities have risen more rapidly, thereby widening the gap. Perhaps the most remarkable observation that can be made here is that recent increases in private institution attendance, in spite of these cost increases, attest more than any other single indicator to the public demand for the diversity these private institutions represent.

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*Notable in this regard is that the gross average instructional cost in the four-year public sector is $1,991 (excluding agriculture and the health sciences). Using this figure as a relative indicator, it appears students in the private sector pay the full cost of their instruction, whereas, in the public sector, students pay about 26 percent of the instructional costs.

TABLE 11

Annual Tuition and Fees & Rates
Washington Postsecondary Education
1970-71 - 1974-75

Institutions:	1970-71	1974-75	% Change	$ Change
Private Four-Year				
Fort Wright College	$1,200	$1,850	54.2	$650
Gonzaga University	1,420	1,865	31.3	445
Northwest College	980	1,230	25.5	250
Pacific Lutheran University	1,570	2,100	33.8	530
St. Martin's College	1,460	1,800	23.3	340
Seattle Pacific College	1,560	1,998	28.1	438
Seattle University	1,287	1,860	44.5	573
Sulpician Seminary	1,500	2,800	86.7	1300
University of Puget Sound	1,710	2,360	38.0	650
Walla Walla College	1,605	2,053	27.9	448
Whitman College	1,850	2,480	34.0	630
Whitworth College	1,596	2,265	41.9	669
AVERAGE	1,478	2,055	39.0	577
Public Four-Year				
Universities:				
Resident	$ 432	$ 564	30.6	$132
Non-Resident	1,080	1,581	46.4	501
State Colleges:				
Resident	$ 360	$ 507	40.8	$147
Non-Resident	720	1,359	88.8	639
Public Two-Year				
Community Colleges:				
Resident	$ 210	$ 249	18.6	$ 39
Non-Resident	510	681	33.5	171

Source: Council for Postsecondary Education and individual four-year private institutions.

It is clear that the state's constitution explicitly prohibits the appropriation of public funds for the support of sectarian institutions. Efforts by the legislature, stimulated by recommendations of the Council, to establish and fund a tuition supplement program and a state loan program, in the first case for students attending private colleges and universities, and in the second for students attending any type of postsecondary education, were ruled unconstitutional by the State Supreme Court. The Council recommends and supports the adoption of amendments to the Constitution which would remove these barriers*. (Note: a third state assistance program, the State Need Grant Program, does apply generally to students in private and public institutions, largely because tuition expenses are not included in the grant. This program, however, has distinctly limited utility for private colleges and universities because of its orientation to students with extremely low incomes.)

The current judgement is that the potentially conflicting values of state responsibility (fiscal accountability) and institutional autonomy can be reconciled through programs which direct funds to students rather than to institutions. In Washington this traditionally has been the approach employed. However, while such an approach can lead to achievement of one basic goal, assisting private colleges and universities, its utility for attainment of another, institutional coordination, is more limited.

The perspective on the problem is improved if one disregards an "either-or" approach to state aid for private higher education and accepts the possibility of a range of relationships. This perspective is taken in a 1972 memorandum on planning prepared for the Council by the Washington Friends of Higher Education**. Suggesting that private higher education might not be considered a unit to be either separated or integrated, the memorandum stated that there are areas, program and administrative, appropriate for (1) coordination, (2) partnership, or (3) individuality. Coordinated areas could include those in which private higher education has a common stake with all of postsecondary education; partnership would apply to areas in which there should be cooperation or in which joint responsibilities can be defined, and individualized areas would include those in which the identity of the private institution is protected as a part of the diversity necessary in a comprehensive system of postsecondary education. While the specific boundaries of these relationships were not described, either by example or otherwise in the memorandum, it was noted that:

> In a move to generate desirable types of diversity, care must be taken so unnecessary duplications may be eradicated or prevented from coming into existence on a total statewide basis and not just on certain campuses of this state. Planning must accentuate opportunities for institutions to supplement as well as complement each other. Then too, many types of inter-institutional cooperative or consortia types of programs must be fostered***.

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*A recommendation to this effect is presented in the chapter on Access.
**"Response to the CHE Planning Outline." February 2, 1972 (mimeo).
***idem., p. 6.

The issue of clarity of relationship is also addressed in the memorandum:

> If private higher institutions are to play a partnership role or even a modified role of a related nature...there should be certain implications, or expectations and even obligations to be reckoned with because of the resulting new environment. What will such a partner role actually require of each private institution participating? What will it mean to the state?...What do the Council on Higher Education and the state have a right to expect of each participating private institution?...Compiling and reporting data,...engaging in studies, sharing of institutional planning, and providing the other ingredients which are required for decision-making will call for additional tasks which will require personnel time...*

While constitutional prohibitions limit the state in assisting the independent schools, to their credit, the state colleges and universities have cooperated with the Council and the state in the collection of information, through participation in study and report development, and as active members of the Council for Postsecondary Education. Conflict, when it has occurred, has been limited and usually rapidly resolved. Their relationship thus far can be described as voluntarism.

Should constitutional change not be forthcoming, it is anticipated that such a relationship could continue, with, perhaps, some expansion because both parties perceive it to be in their interest to cooperate (for example, private college and university transmittal of program proposals to the Council for Postsecondary Education for review and comment could provide an additional informational dimension to decision-makers at the institutional level and assist the Council in its program reviews and recommendations at the state level). Private institution participation in regional coordination, as suggested later in this report, is a possibility as is an expansion in contractual arrangements between public and private sectors for services and facilities.

Should constitutional change be forthcoming, then it would seem possible to extend public support to these institutions both indirectly, through student assistance programs, and directly, through public contracts for program services**. Such arrangements would place the private colleges in an obviously different relationship with the state than at present, and this relationship would vary commensurate with the degree of support provided. In any case, reporting requirements and conformance with appropriate guidelines would apply. However, since neither the authority to provide assistance programs, nor the programs themselves exist, efforts to specify the extent of such requirements are currently moot

Areas of cooperation, of potential benefit to both the private and public sectors, can be described. These include the following:

- --Council encouragement of private colleges and universities to develop long-range planning reports, instructional and service-oriented roles and missions, and encompassing institutional objectives, clientele, curricular and program markets and practices, and a continuing assessment of existing and anticipated resources and requirements. These plans could be provided to the Council for Postsecondary Education for inclusion in the statewide postsecondary educational plan***.

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*idem., p. 8.

**A recommendation pertaining to a specific possibility in this area, a graduate public administration program in Olympia, is contained in the section on Responsiveness.

Areas of cooperation, of potential benefit to both the private and public sectors, can be described. These include the following:

- --Council encouragement of private colleges and universities to develop long-range planning reports, dealing with instructional and service-oriented roles and missions, and encompassing institutional objectives, clientele, curricular and program markets and practices, and a continuing assessment of existing and anticipated resources and requirements. These plans could be provided to the Council for Postsecondary Education for inclusion in the statewide postsecondary educational plan*.
- --As part of their planning efforts, private colleges and universities could assess perceived institutional strengths and indicate to the Council areas for potential program responsibility. Council review of public institution program requests could be made in light of this information.
- --Private colleges and universities can be encouraged to participate in Regional Advisory Committees** to facilitate program coordination and inter-institutional communication. Beyond this, they can be invited to participate in regional consortia to maximize the utilization of program, faculty, and facility resources in a given area of the state.
- --Private university and college budget officers might meet periodically with their counterparts in public institutions to exchange information and discuss common institutional problems and concerns. Such meetings could be significant contributions to the goal of inter-institutional and inter-segmental coordination and cooperation.
- --Should periodic discipline or academic field symposia be organized, as suggested earlier in this report***, faculty members from the private colleges and universities should be encouraged to participate.
- --In an effort to avoid the development of needlessly duplicative, competitive, or superfluous programs, private colleges and universities should be invited to transmit program proposals to the Council for Postsecondary Education for review and comment.
- --Private colleges and universities could also create a review panel consisting of representatives of this sector to examine proposed programs and comment on the advisability of their offering. Should this procedure be adopted, a representative of the Council for Postsecondary Education, or a member of the staff, could be invited to participate.

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*As noted in the following chapter, the Council's planning cycle includes a point at which such institutional documents will be sought for inclusion in future plans.

**See the section of this report on Coordination.

***See the section of this report on Responsiveness.

--Joint program arrangements between private colleges and universities in a given locality could be utilized to strengthen programs and achieve economies. Cross-registration of students between such institutions might allow students of each to take advantage of programs available in the other.

--Exploration of arrangements whereby students in either sector, public or private, could have access to such resources as libraries, special equipment, or unique educational resources could be undertaken. Reciprocal fee arrangements to facilitate this could be developed.

--Further cooperation and coordination between the two sectors in the area of continuing education is a distinct possibility. In this field, perhaps more than any other, the two sectors have indicated significant interest in identification of areas of responsibility.

--Finally, private higher education has and should retain representation on the Council for Postsecondary Education as a significant means both of voicing the private sector view of issues in postsecondary education and articulating in the public forum the specific issues and concerns of private higher education, since above all it is necessary for the concerns of private higher education to be aired and understood before effective coordination and assistance can develop.

Regardless of whether constitutional authorization to assist private colleges or universities is gained, study of the possibilities for coordination and cooperation between the two segments must continue to receive a high priority. Whatever else, it is clear that the private colleges and universities in Washington perform an important educational service; they are a vital part of the postsecondary educational system available to citizens of this area. Private colleges and universities have been responsive to cultural and professional educational needs, and they have long provided significant learning opportunities in their communities and regions. Recognition of their social value and their contributions to the citizens of this state must be continued. It is in the public interest that the diversity they represent be preserved.

172. The Council for Postsecondary Education recognizes that the private colleges and universities in Washington offer diversity in educational opportunities and are a vital element in the postsecondary education structure of this state. The Council believes that the state has a responsibility to seek ways of sustaining the vitality of the private sector as one of the necessary components in a well-developed system of postsecondary education.

173. The Council recommends that the private colleges and universities continue to have as their primary function in Washington postsecondary education the provision of instruction in the liberal arts and sciences and in the professions and applied fields requiring more than two years of collegiate instruction.

174. The Council recognizes a special and potential utility of the private colleges and universities for fulfilling educational needs in areas where there are no public senior institutions, or in areas in which the capacity of the public institution is inadequate to those needs, and will work with these colleges and universities, the Governor, and the Legislature to develop programs and procedures to assist residents in availing themselves of the educational programs provided.

175. The Council recommends that particularly in areas where there are both public and independent senior institutions, representatives of each participate on regional advisory committees to develop recommendations for coordinated procedures for delivering educational services.

176. The Council requests that the private colleges and universities cooperate fully in its postsecondary educational planning program and that each develop, if not already having done so, a planning report for inclusion in future statewide educational plans. The Council recommends that such efforts commence not later than fall, 1977.

177. The Council recommends that the private colleges and universities establish a representative panel to review institutional proposals for new degree programs, and it requests that a representative of the Council or the staff be designated a member of this panel. Within this context, the Council also restates its request that private college and university degree program proposals be transmitted to it for review and comment.

178. The Council recommends that private colleges and universities located in close proximity consider joint program arrangements, cross-registration, and other procedures to allow students of each to take advantage of courses in the other. The Council requests that it be apprised of such agreements so it may make this information available to all institutions.

179. The Council will assist institutions in both the public and private sectors in the development of arrangements whereby students in either sector may be provided access to the physical resources of the other.

180. The Council requests the participation of private colleges and universities in a program to provide readily accessible and objective information on educational and career opportunities available in the state.

181. The Council for Postsecondary Education shall periodically assemble and report to the Legislature and the Governor information and recommendations on the financial condition of independent higher education, enrollment figures, space available, and the respective cost of utilizing these spaces.

f. The Vocational-Technical Institutes

Public vocational education in Washington has grown against a backdrop of federal policies*. The origins of vocational education in the state lie in the Smith-Hughes Act of 1917. Of the vocational schools in this state, both past and present, only the Seattle Public School Adult Vocational Program (precursor of Seattle Community College), begun in 1903, and the Industrial School in Bellingham (1912) predate this Act. Of the existing vocational-technical institutes, Bellingham Vocational-Technical Institute is the oldest. Clover Park. L.H. Bates, Lake Washington, and Renton Vocational-Technical Institutes evolved out of the national defense training efforts associated with World War II.

The enactment of the Community College Act in 1967 removed community colleges from the public school system and left six institutions as vocational-technical institutes, under the supervision of the Superintendent of Public Instruction and operated by the local school districts. One of the six, Olympia Vocational-Technical Institute, subsequently joined the community college system and is not, in a statutory sense, now considered a vocational-technical institute.

The five vocational-technical institutes operative in the state are:

L.H. Bates Vocational-Technical Institute in Tacoma

Bellingham Vocational-Technical Institute in Bellingham

Clover Park Vocational-Technical Institute in Lakewood Center located in South Tacoma

Lake Washington Vocational-Technical Institute in Kirkland located in the Seattle area

Renton Vocational-Technical Institute in Renton located in the southeast Seattle area

These institutes are distributed along the major axis of the Puget Sound Basin from Bellingham in the north to South Tacoma in the south. All operate as area vocational-technical centers, drawing their enrollments from throughout the state (and beyond) with no distinction in tuition and fees between district residents and other students. In practice, about half of the students originate from within the local public school taxing district and others from outside. While data on student origins for these institutes are incomplete, it is likely that their range of service is similar to that of the community colleges, falling off rapidly with distance and dominated by the effective commuting radius of 25-30 miles.

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*The Council will release a draft report on vocational-technical institutes in Washington later in the year.

Vocational-technical institutes provide vocational-technical training, re-training, and skill upgrading for persons 16 years of age and older (a factor distinguishing their clientele from that in community college vocational programs, which must be oriented to persons who are high school graduates or over age 18). The programs are non-graded in the sense of grade level (e.g., K-12, freshman, sophomore) but, where appropriate, quality of student work is indicated by a system of grades and grade point averages. The vocational-technical institutes' non-graded, continuous, specialized training programs permit students with or without high school credentials to enter at any time, to progress in accord with individual aptitudes, and to terminate training when job skills and concepts have been mastered to the extent that job entry and job retention are possible.

Although, as previously mentioned, enrollment is not limited to local residents, emphasis is placed on operating in response to the needs of the local job market as identified by a vocational education citizen's advisory committee concerned with the general activities and, more specifically, by joint management-labor (equal parts) advisory committees which serve in advisory capacities for the individual craft programs offered in the institute. This arrangement provides direct coupling between programs and employment, and placement records provide further assurance of harmony between the programs and the market.

Special importance is placed on the realism of the instruction offered. The mode of instruction is largely individual, showing by doing, as has historically been the case with training in the apprenticeable trades and crafts. Personnel (teaching) decisions are based more often on occupational experience than on educational credentials.

As is implied in the Community College Act of 1967 and evident in the limited availability of Vocational-Technical Institutes across the state, the vocational-technical instutes and community colleges perform similar functions with regard to vocational training. Both institutions also provide apprenticeship training.

Various trade and labor crafts require formal instruction in the relevant skill area as a condition of apprenticeship. These standards have been statutorily defined and include a requirement for a minimum of 144 clock hours to be spent in instruction related and supplementary to the trade or craft being learned. The state's Apprenticeship Act, passed in 1941, places responsibility for this instruction in the locally recognized agencies for vocational education. This has evolved to mean the vocational-technical institutes and the community colleges. The Act assigns general supervision of apprenticeship programs to a state apprenticeship council (comprised equally of management and labor representation). It is by the approval of this council that local and state joint apprenticeship committees (also comprised equally of labor and management representatives) are authorized in trades or groups of trades. Subject to review by the state council, and in conformity with the statutes, local JAC's develop specific standards for apprenticeship agreements and set the number and select the individuals for available apprenticeship openings. Within this framework the instructional offerings are developed to meet the requirements of the local JAC's.

Instructional charges to apprentices are minimal; in the community colleges the tuition is $21 per year, and in the vocational-technical institutes no tuition is charged. However, in some instances the JAC's offer in-kind contributions in the form of materials, equipment, etc., to the program. But the general situation is one in which apprenticeship instructional offerings are indirectly subsidized by other program offerings. Additionally, in some rural areas, due to the costs of the instruction, offerings have been aggregated by grouping together somewhat distinct occupational offerings or by grouping together all levels of apprentices in the same course offering. These arrangements are viewed as undermining optimal apprentice instructional programs, and questions arise as to both the adequacy of the apprenticeship instruction offered in the state and the costs and funding of these programs. These questions should be addressed in a reassessment of the 1941 Act. The state has statutorily recognized the importance of such training and this should be noted. But both the adequacy of the funding and of the programs need to be reassessed. Finally, because of the indirect relationships existing between the educational agencies providing the instruction and the overall supervision of apprenticeship agreements by non-educational bodies, and the recognition of apprenticeship education in statute law, such reassessment should be undertaken by a legislative committee.

Advocates of one or another form of vocational education speak of philosophical differences between the approach to occupational training taken in the community colleges and that taken in the vocational-technical institutes. Both types of institutions utilize advisory committees, but proponents of the vocational-technical institutes suggest that their committees are more nearly representative of industry and labor in the immediate service areas, and that these committees are more directly involved than those in the community colleges in the programs. Perhaps the important point to note here is that each individual institution maintains its own set of advisory committees.

Both types of institutions seek to relate the training they provide to jobs in the labor market, but proponents of the vocational-technical institutes see a more direct coupling of curriculum and employment in their programs, while representatives of the community colleges feel their institutions impart competencies of a more general and durable nature. The community colleges offer programs with continuing enrollments (students enter at any time throughout the term and leave when employable), but this mode is generally more prevalent among the vocational-technical institutes.

Proponents of the vocational-technical institutes have stated that where academic and vocational programs are offered within a single institution there is a gradient (psychological and economic) which works to the disadvantage of vocational offerings, with academic course requirements diluting vocational programs. Proponents of community colleges have stated that the coexistence of academic and occupational offerings in a comprehensive institution provides students with a desirable environment of diverse programs.

It is clear that there are voices on both sides of these issues. With the exception of specialization in the scope of the curriculum, all the dissimilarities between the two types of institutions are matters of degree rather than kind, and the range of emphases within the two systems and between specific programs at the same institution may be broader than the differences between the two types of institutions.

The following table (Table 12) indicates the growth of the vocational-technical institutes from FY 1966 to FY 1973. The figures displayed are in terms of full-time equivalent students (attendance hours/900). This measure of size shows that the five institution total has more than doubled over the period under consideration. The greatest absolute growth was experienced by Clover Park, the second largest of the five institutions. The least absolute growth was experienced by Lake Washington, the smallest of the five.

The greatest relative growth during this period was experienced by Renton Vocational-Technical Institute, which overtook Bellingham Vocational-Technical Institute in 1968. The least relative growth was shown by L.H. Bates Vocational-Technical Institute, the largest school in the system and currently a facility-limited institution. Growth in individual institutions has been fairly regular with the exception of Clover Park during 1969-70 and Renton in 1967-70, in which cases FTE allocations increased more than 50 percent during one-year periods.

Beyond these observations, this table demonstrates the range in size among the five institutions, with the largest of the five being ten times the smallest in FTE count. This disparity in size is understandably reflected in the range of programs offered, types of services available, characteristics of the clientele, and complexity of institutions. Table 13 contains headcount enrollment data for the same period.

Table 14 indicates the ratio of headcount to FTE's for each of the five institutions. This ratio reflects the degree to which an institution serves part-time students, the larger the ratio the greater the proportion of part-time students. The two smaller institutions (Lake Washington and Bellingham) occupy the extremes on this index. Lake Washington's large ratio is consistent with its emphasis on adult education and supplementary vocational programs (Table 15). Bellingham's small ratio is consistent with that institute's large proportion of vocational preparatory programs. The range of this index among the institutes is a further indication of their diversity.

Enrollments among the five vocational-technical institutes in terms of program intent are displayed on Table 15. Once again, Lake Washington is distinguished by the preponderance of the supplementary training conducted there. Bellingham is unique in that in 1973-74 the preparatory component exceeded the supplementary component. During those same years only L.H. Bates and Renton reported apprenticeship enrollment.

Still another indicator of institutional differences is apparent on the comparison of attendance hours in Home Economics and Family Life courses (Table 16). Bellingham Vocational-Technical Institute reports virtually no attendance hours in such courses while more than one-third of those reported by Lake Washington are in this category. In the case of Lake Washington, two-thirds of the students are female, while three-fourths of Bellingham's

TABLE 12

Vocational-Technical Institute FTE Allocations
For Each Year From Fiscal 1966 Through Fiscal 1973

	Fiscal 1966	Fiscal 1967	Fiscal 1968	Fiscal 1969	Fiscal 1970	Fiscal 1971	Fiscal 1972	Fiscal 1973
BELLINGHAM	220	243	300	322	363	448	511	561
Percent Growth		10.4%	23.4%	7.3%	12.7%	23.4%	14.0%	9.8%
Overall Growth (Fiscal 1966 to Fiscal 1973)			341 FTE (155%)					
CLOVER PARK	680	697	785	825	1311	1531	1740	2260
Percent Growth		2.5%	12.6%	5.0%	58.9%	16.7%	13.6%	29.9%
Overall Growth (Fiscal 1966 to Fiscal 1973)			1580 FTE (232%)					
LAKE WASHINGTON	125	128	145	155	169	164	183	256
Percent Growth		2.4%	13.2%	6.8%	9.0%	(-2.9%)	11.5%	39.9%
Overall Growth (Fiscal 1966 to Fiscal 1973)			131 FTE (105%)					
RENTON	200	205	345	375	580	653	698	745
Percent Growth		2.5%	68.2%	8.6%	54.6%	12.5%	6.8%	6.7%
Overall Growth (Fiscal 1966 to Fiscal 1973)			545 FTE (272%)					
L.H. BATES	1800	1929	2073	2112	2178	2317	2435	2621
Percent Growth		7.1%	7.4%	1.8%	3.1%	6.3%	5.0%	7.6%
Overall Growth (Fiscal 1966 to Fiscal 1973)			821 FTE (46%)					
VTI TOTAL	3025	3202	3648	3789	4601	5113	5567	6443
Percent Growth		5.8%	13.9%	3.9%	21.4%	11.1%	8.9%	15.7%
Overall Growth (Fiscal 1966 to Fiscal 1973)			3418 FTE (113%)					

Source: Coordinating Council for Occupational Education

TABLE 13

VOCATIONAL-TECHNICAL INSTITUTES ENROLLMENT FOR EACH YEAR DURING 1965-73

	65-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73
Bellingham	1,124	1,241	1,532	1,644	1,854	2,288	2,610	3,121
Clover Park	3,896	5,940	6,109	6,872	8,123	10,718	9,971	13,771
Lake Washington	1,581	1,619	1,834	1,961	2,138	2,075	2,315	2,688
Renton	1,391	1,426	2,400	2,608	4,035	4,543	4,856	6,208
L. H. Bates	11,692	12,530	13,466	13,719	14,148	15,051	15,818	17,061
TOTAL	19,684	22,756	25,341	26,804	30,298	34,675	35,570	42,849

Source: Coordinating Council on Occupational Education.

TABLE 14

Ratio of Unduplicated Headcount Enrollment to Allocated Full Time Equivalent Enrollment (FTE's)
Fiscal 1966 to Fiscal 1973

	Fiscal 1966 HC/FTE's	Fiscal 1967 HC/FTE's	Fiscal 1968 HC/FTE'S	Fiscal 1969 HC/FTE'S	Fiscal 1970 HC/FTE'S	Fiscal 1971 HC/FTE'S	Fiscal 1972 HC/FTE'S	Fiscal 1973 HC/FTE'S
Bellingham	1124/220	1241/243	1532/300	1644/322	1854/363	2288/448	2610/511	3121/561
ratio*	5.11	5.11	5.11	5.11	5.11	5.11	5.11	5.56
Clover Park	3896/680	5940/697	6109/785	6872/825	8123/1311	10718/1531	9971/1740	13771/2260
ratio	5.73	8.52	7.78	8.33	6.96	7.00	5.73	6.09
Lake Washington	1581/125	1619/128	1834/145	1961/155	2138/169	2075/164	2315/183	2688/256
ratio	12.65	12.65	12.65	12.65	13.04	12.65	12.65	10.50
Renton	1391/200	1426/205	2401/345	2608/375	4035/580	4543/653	4856/698	6208/745
ratio	6.96	6.96	6.96	6.95	6.96	6.96	6.96	8.33
L.H. Bates	11692/1800	12530/1929	13466/2073	13719/2112	14148/2178	15051/2317	15818/2435	17061/2621
ratio	6.50	6.50	6.50	6.62	6.50	6.50	6.50	6.51
TOTAL**	19684/3025	22756/3202	25341/3648	26804/3789	30298/4601	34675/5113	35570/5567	42849/6443
ratio	6.51	7.11	6.95	7.07	6.58	6.78	6.39	6.65

*The Superintendent of Public Instruction's Office employs an average of 6.5 students/FTE in certain of their planning documents.

**For example, the ratio 5.11 indicates that is requires 5.11 unduplicated headcount enrollees to generate 1 full-time equivalent enrollment.

Source: Derived from Tables 12 and 13 shown on pages 217 and 218 of this report.

TABLE 15

VOCATIONAL-TECHNICAL INSTITUTE ENROLLMENT*
BY TYPE OF PROGRAM
FALL, 1973

	ADULT EDUCATION								VOCATIONAL EDUCATION							
	ADULT EDUC.		ADULT BASIC EDUC.		COM. SERVICE		TOTAL		PREPARATORY		SUPPLEMENTARY		TOTAL			VOC. WAITING LIST
INSTITUTE	#	%	#	%	#	%	#	%	#	%	#	%	#		%	
BELLINGHAM	173	7.4	--	--	--	--	173	7.4	720	30.7	1453	61.9	2173		92.6	200
CLOVER PARK	406	10.0	146	3.6	421	10.4	973	24.0	1632	40.3	1448	35.7	3080		76.0	840
LAKE WASHINGTON	1096	28.3	469	12.1	589	15.2	2154	55.6	243	6.3	1479	38.2	1722		94.4	115
RENTON	192	8.6	50	2.2	101	4.5	343	15.4	749	33.7	1139	51.3	1888		84.6	112
L.H. BATES	991	14.6	--	--	--	--	991	14.6	1891	27.8	3908	57.6	5799		85.4	1487
TOTAL	2858	14.8	665	3.4	1111	5.8	4634	24.0	5235	27.1	9427	48.7	14662		76.0	2754

Source: CCOE

*Headcount.

TABLE 16

PERCENT OF VOCATIONAL-TECHNICAL INSTITUTE ATTENDANCE HOURS IN HOME ECONOMICS AND HOME AND FAMILY LIFE PROGRAMS* BY INSTITUTE--FY 1974

INSTITUTE	% PROGRAM ATTENDANCE HOURS/ TOTAL ATTENDANCE HOURS
Bellingham	0.4
Clover Park	8.9
Lake Washington	37.6
Renton	5.6
L.H. Bates	10.2

*Attributed to U.S. Office of Education Category 09 (Home Economics and Home and Family Life) programs.

Source: Superintendent of Public Instruction Report 1600 Vocational-Technical Schools As Reported on Form VT-50 for Fiscal Year 1973-74.

students are male. The systemwide averages of male and female enrollments are 57 and 43 percent, respectively. Only 2.3* percent of the course enrollments in vocational-technical institutes are attributable to high school students. Handicapped and disadvantaged students comprise 2.5 percent and 8.9 percent, respectively.

All of this is to suggest that there are differences among the institutes that comprise the vocational-technical institute system, but it should not obscure the distinctiveness of these institutions as an important segment of postsecondary education complementing the other segments of postsecondary education in this state. The vocational-technical instutes are a unique and important facet of this state's postsecondary (and secondary) educational structure, and the vocational training they provide is considered essential. To the degree that the philosophies, curricula, and modes of instruction of the community colleges and vocational-technical institutes differ between, among, and within the 32 institutions comprising the two systems, these differences are neither mutually exclusive nor naturally antagonistic--nor need they be invidious. The health of the two systems demonstrates the viability of the variety of approaches they embody and suggests the likelihood of considerable unexplored complementarity.

These exists a natural clientele and a legitimate demand for unembellished job preparation and upgrading not confined in this state to the counties immediately served by the vocational-technical instutes. At the same time, there is considerable evidence of the existence of a legitimate demand for occupational programs that treat occupational training in a context larger than a specific job.

The initial impetus for the establishment of training centers, some of which were to develop into vocational-technical institutes, was the need for training to supply manpower demands generated by World War II. Those centers that persisted and grew after the end of the war were sustained by locally-perceived needs for vocational training and adult continuing education. Similarly, the older community colleges in the state developed as a natural response to locally-perceived educational needs, some of them with histories paralleling those of the current vocational-technical institutes, and retaining a strong vocational emphasis on their curricula.

This mechanism of natural development in response to local needs has brought Washington to its current position of possessing one of the best developed and logically distributed systems for the delivery of sub-baccalaureate postsecondary education in the nation. Those who contemplate dramatic mutations in this naturally-evolved system bear a heavy burden of proof for the logic of that change. It is the view of this report that no traumatic dislocation of the developed system is indicated by the objective circumstances.

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*Superintendent of Public Instruction Report 1600 Vocational-Technical Schools As Reported on Form VT-50 for Fiscal Year 1973-74.

Yet, while these circumstances support the continuation of the role the area vocational-technical institutes have been fulfilling, and while individual situations may differ, on balance the situation of the five vocational-technical institutes in the milieu of public, private, and proprietary offerings does not support the broadening of their programs (into academic areas). Moreover, the residual problems of access to postsecondary education addressed in this report are not of the sort to be resolved by the establishment of additional institutes.

At the same time that the existing vocational-technical institutes can be regarded as a viable and valuable alternate delivery system for postsecondary vocational education, it cannot be ignored that their existence within districts served by community colleges (and vice-versa) with a similar role in the delivery of occupational programs heightens the potential for competition between institutions. Some of the recommendations that follow can mitigate this problem, but the ultimate authority for resolving conflict is the newly-formed Commission on Vocational Education, the state-level coordinating body succeeding the Coordinating Council for Occupational Education. To accomplish this task, it would seem appropriate to vest this agency with authority to approve new vocational programs in the community colleges and vocational-technical institutes and authority to discontinue existing vocational programs when it is determined that they are redundant.

Both the vocational-technical institutes and the community colleges operate with the advice of labor-management advisory committees for specific vocational programs. The practice is for each institution to establish its own independent advisory committee for a particular craft. The question of the relative effectiveness and representativeness of the committees serving the different institutions is a prominent item in the debate over the relative merits of the two types of institutions.

An important issue for coordination in postsecondary education arises where more than one institution (whatever type) serves a job market area with vocational programs (as in King and Pierce Counties) in which cases the potential for duplication between institutions is extended. In the immediate instance this is exacerbated by the practice of duplicating advisory committees for the same job market. The problems of program quality and comparability, coordination of effort, and institutional cooperation could be simplified if a single advisory committee for each craft were to serve all institutions in a given job market area.

Beyond the philosophical differences that may exist between the types of institutions involved in vocational education, the primary concern of both systems is one of equity. Aside from the matter of regional curriculum advisory committees, a chronic concern between the two is dual and disparate certification and recertification of vocational instructors. Related to this is disparity between institutions and types of institutions in the criteria for establishment of vocational programs. Still another concern arises over differences in formats used for reporting instructional effort within the two systems and resultant feelings of disparity in state and federal reimbursement for services. A final major concern centers on differences in tuition and fees charged by the two systems, in turn heightening anxieties over ostensible competition for students*.

182. The Council for Postsecondary Education believes that the range of philosophies regarding the scope, mode of delivery, and outcomes of vocational education spanned by the vocational-technical institutes and community colleges in this state should be preserved.

183. The Council recommends that the five existing area vocational-technical institutes in Washington continue to provide preparatory and supplementary vocational programs in response to local needs.

184. The Council recommends that the five existing area vocational-technical schools, having developed as a natural response to local needs for training related to vocations, should continue to respond to those needs while planning with other institutions in the area (public, private, and proprietary) to avoid unnecessary duplication of services.

185. The Council recommends that regional planning advisory committees for specific crafts be established similar in composition to the existing local committees, but serving ALL the vocational-technical institutes and the community colleges in the job market area whenever it is possible to do so.

186. The Council recommends to the Commission on Vocational Education, the Superintendent of Public Instruction, and the State Board for Community College Education that the five area vocational-technical institutes not broaden their offerings into the postsecondary academic realm and that no new public single-purpose (academic or vocational) sub-baccalaureate postsecondary education primary campuses be established in this state.

187. The Council recommends that the existing vocational-technical institutes continue to share responsibility with community colleges to provide apprenticeship training, and it suggests that apprenticeship training programs be examined by the Commission on Vocational Education or a committee of the State Legislature with a view to determining the adequacy of their funding and program effort.

188. The Council recommends that the Commission for Vocational Education empanel a study committee of representatives from the vocational-technical institutes and the community colleges to review and develop recommendations pertaining to a) the certification of instructors, b) criteria for the establishment of new vocational programs, and c) the reporting of instructional effort. The Council recommends that the findings and recommendations of this body be communicated to it prior to June, 1978.

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*The fee differences between the community colleges and vocational-technical institutes are addressed in the section on Access, and particularly in a recommendation directed to the establishment of a tuition and fee pricing system.

g. The Proprietary Sector

The term "proprietary education" refers to postsecondary schools which are privately owned and managed, and which, in addition to being service-oriented, are profit motivated. In a strict sense, "proprietary" is a governance term. Most of these institutions offer occupational programs. Examples of proprietary schools include business colleges, real estate schools, cosmetology and barber schools, flight schools, etc. Generally these schools are characterized by the offering of a limited group of programs and subjects, are privately operated, are directed to students beyond the age of compulsory school attendance, and do not award college-level degrees.

Proprietary schools have been a part of both the national and state educational scenes for some time, but they are now assuming new importance as a recognized component in postsecondary education. At one time the term postsecondary applied to less-than-baccalaureate education occurring after grade twelve. Now it has come to mean virtually every type of learning activity engaged in by students over the age of compulsory school attendance. (Whereas it is generally inferred that the term has been expanded to include "peripheral" educational activities, such as proprietary schools, in fact it has been expanded to encompass what has historically been termed higher education.) The origins of this expansion are found in the deliberations which led to the Federal Education Amendments of 1972. Although the amendments involve more than this, the broadened definition of postsecondary education is implemented by the requirement that for states to benefit from the Community Colleges and Occupational Amendment title, they must establish state commissions ("1202 Commissions") which are broadly representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the state.

Proprietary schools have long existed as a postsecondary educational activity for many, but for several reasons they have been largely ignored by those concerned with conventional higher education.

One reason for this oversight is probably found in the profit-motive of these institutions, since traditionally only non-profit institutions have been considered for accreditation by most higher education accrediting bodies (e.g., Northwest Association of Secondary and Higher Schools*). A second probable reason is the depreciative attitude toward occupational education that existed in higher education circles until comparatively recently. While the need for more students to train in occupational programs has long been recognized, the status of such programs as a clear alternative to an academically oriented college education, with comparable social status attributed to achievers, has been slow in coming. Because their basic mission is occupational education, proprietary schools have shared the relatively low status accorded that area of postsecondary education.

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*However, within the proprietary sector support does exist for the establishment of an accreditation process. The major reasons for this are interrelated, the first being to insure standards of quality in proprietary programs, viewed as a prerequisite before students in proprietary schools are eligible for publically funded student assistance programs. (A common qualifier in enabling legislation for student assistance is the recipient must be a bona fide student in an accredited educational program.)

Although these problems, disregard for proprietary schools stemming from their profit orientation and their focus on occupational education, persist, there is evidence of renewed vitality. While some questioning of the legitimacy of their status has always been present, there have always been advocates of the proprietary sector, this support has become more apparent as a result of the growing public concerns with educational accountability and manpower planning. For proprietary schools, accountability and program congruence with educational needs have been traditional attributes, if for no other reason than that the marketability of their programs is continually under review, a concomitant of their profit-motivated nature.

Whatever else, proprietary schools cater to a clientele seeking intensive job training. The schools have the capacity to respond rapidly to changes in manpower requirements, adding programs and courses as needed, and they can offer short courses in a flexible manner. Basically, the outlook for proprietary schools is optimistic; the reasons for this have been summarized as follows*:

--Increased Congressional support

--Active participation by large industry through school acquisitions

--Growing tendency for states to license, certify, and regulate the industry

--Formulation of accreditation policies

--Increasing need for the type of training offered

--Recognition by parents that not all children need college training

--Recognition that occupational education is not reserved for low achievers

--Beginning of a dialogue between proprietary schools and the rest of postsecondary education.

While there is evidence that students seeking skill training are going to proprietary schools and public vocational-institutes in increasing numbers, there is a lack of reliable enrollment data. Again, the reasons for this are several: until recently there was little official interest in such enrollments; there has been no single agency responsible for compiling the data; and, for competitive reasons the schools have been reluctant to publish precise figures. Nevertheless, national enrollments in proprietary institutions are estimated at more than 20 million, excluding in-service trainees in industrial organizations. A 1971 federal directory, recognized as incomplete, lists 5,036 proprietary schools in the nation. The Academy for Educational Development estimates that more than 70 percent of all the postsecondary institutions in this country are proprietary in nature, and it cites the figure of 8,279 as the total number of such schools.

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*Katz, H.A., "Independent School Survey in Illinois," 1973.

The situation in Washington is not much different from that in the rest of the country. There is still a great deal to be learned about these schools at the state level. As part of its comprehensive planning efforts, the Council obtained information on Washington proprietary schools late in 1972. With no established system to gather such information, it relied upon the voluntary cooperation of representatives from this sector serving in its advisory planning committees. The data apply to students enrolled in correspondence courses*.

The report may be summarized as follows:

a. With respect to admission policies: Admission policies will vary in accord with the type of occupation in which the school provides training. Many require a high school diploma or its equivalent. This requirement particularly applies to institutions which have it included as an accreditation criterion. Many have age limitations, which may be associated with requirements related to state law or a license examination.

b. With respect to evening classes: Evening classes are available in virtually all occupational categories in which training is offered, but not all schools in these categories have such classes. Schools located in larger metropolitan areas tend to offer evening instruction while those in smaller communities operate with few evening offerings.

c. With respect to refund policies: Students attending proprietary schools and utilizing their veteran's benefits can be charged only for the direct, pro-rata share of the program completed. If they terminate prior to graduation they pay only for the portion of time spent in school. Non-veteran students in accredited schools are provided the refund policy of the respective accrediting commission. There is also close scrutiny of this area by the Federal Trade Commission. Few complaints from dissatisfied students have been lodged either with the Attorney General's Office of the Commission for Vocational Education (the agency responsible for V.A. oversight in Washington.

d. With respect to geographic area served: Most schools serve only their immediate geographic area, but there are many that serve the entire state (i.e., draw students from throughout the state) and in some instances the Pacific Northwest. Some schools are approved for the training of foreign students and have accepted them in their programs.

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*Mosepka, Harold T., "Status Report on Proprietary Schools," December, 1972 (mimio).

e. With respect to approvals or national accreditation: The listing of approving or accrediting agencies prepared by respondents to the questionnaire includes:

Veteran Approval
Manpower Development and Training
Department of Social and Health Services
Veteran Rehabilitation Training
Work Incentive Programs
Public Service Careers
Northwest Rural Opportunities
Bureau of Indian Affairs
National Association of Trade and Technical Schools
Association of Independent Colleges and Schools
Dental Assistance Council
National Home Study Council
State Professional Licensing Commission
Federal Aviation Administration
Cosmetology Accrediting Commission

f. With respect to enrollments (1972): Information on enrollments was provided by program as follows:

U.S. Office of Education Code		1973	Est. 1978	Present Capacity
01.	Dog Groomer & Kennel Management	115	165	230
04.	Advertising Services & Sales	330	660	900
	Fashion Modeling	53	106	150
	Auto Sales	315	630	800
	Hostess, Wine Steward, Mixologist	330	415	550
	Hotel/Motel Management	75	90	200
	Sales, Radio-TV	8	16	100
	Adjuster, Insurance	10	20	50
	Beauty Shop Manager	30	40	200
	Travel Agency	30	60	150
	Chauffeur, Truck Driver	370	550	800
07.	Dental Assistant	362	702	950
	Dental Technician	52	100	150
	Medical Technologist	96	186	250
	Operating Room Tech.	10	15	25
	Massage Therapist	15	23	40
	Medical Assistant	229	445	550

14.	Bookkeeper	1290	1761	2300
	Fashion Merchandising	172	235	300
	Business Machines, Calculating Machines, DP Operator	602	822	1100
	Keypunch	1118	543	1200
	Systems Analyst	15	23	50
	Clerk General Office	612	835	1200
	Receptionist	344	470	800
	Medical Records Tech.	10	15	40
	Secretary	3354	4580	6500
	Stenographer	344	490	1200
	Business Admin.	35	70	200
	Clerk Typist	774	1025	2100
16.	Electronics	500	600	1200
	Electronic Tech., Communication Tech., Engineering Tech.	710	900	1800
	Computer Programming	480	816	1100
	Flight Instructor, Helicopter Pilot, Private Commercial Pilot, Helicopter Flight Instruction	2543	3215	4500
17.	Refrigeration and Air Conditioning Technician	70	75	120
	Oil Heat Tech.	90	100	145
	Body and Fender Repair	15	17	40
	Automotive Mechanic	5	12	35
	Barbering	200	220	320
	Cosmetology	3957	5100	6500
	TOTALS	19670	26147	38845

The five largest categories, listed in order of descending enrollments, are Cosmetology, Secretary, Flight Training, Bookkeeper, and Keypunch. Combined, these five account for slightly more than 62 percent of the reported 1972 enrollment. Beyond this, it is apparent that the proprietary school industry in Washington was operating at about 51 percent of its capacity at the time the report was prepared.

Proprietary school offerings are available in at least 20 of the state's 39 counties. As might be anticipated, programs in Accounting, Secretarial Training, Pilot Training, and cosmetology appear to be the most prolific. The bulk of proprietary offerings appear to be in Clark, King, Pierce, Thurston, and Whatcom Counties.

All of this information, in the final analysis, reveals nothing so much as the fact that there is a great deal more to be learned about this sector at the state level is there is to be a data base for the appropriate direction of public policy. The filling of this void will have to be a high priority item for state-level planners during the near future if the state is to fully comply with the 1972 federal mandate. Earlier recommendations of this report pertaining to adoption of the ECS model legislation (SB 2628) and the development of a study on the outputs of proprietary education are directly relevant to this concern*, but if a definitive statement on the educational role of proprietary education is to be developed more than this will need to be done.

In summation, proprietary schools have a reasonably well-defined mission: specific occupational training aimed at job placement in the shortest possible time. Their first objective, from the perspective of the student, is vocational success. Students attend proprietary schools for skill training and placement. They are not normally there in search of self-discovery. Because of the prevalence of this basic objective, proprietary schools should be able to perform it well. To the extent that proprietary education has survived in the competitive environment in which it has had to operate, it has done so because it has been able to live with and exploit the realities of its limited objectives. Because tuition is the sole source of its revenue, it is usually set at the highest level appropriate to optimum enrollment, on the one hand, and operations have been trimmed of nonessentials on the other. The tight mission of these institutions, coupled with the profit drive, stimulates program flexibility. Proprietary schools are not concerned with academic tenure, an extensive administrative structure, or, for that matter, self-funded programs of student assistance. But if they are to remain in business they must be reasonably responsive to the needs of students seeking their type of an educational experience. This means that both recruiting and placement are important elements in their operation**.

The major social value of proprietary schools may lie in the provision of cost-effective training, but before more can be said about them, postsecondary education must find the appropriate means to take account of them in its planning and program efforts.

189. The Council for Postsecondary Education recognizes the role of proprietary education as an option in the provision of occupational training aimed at job placement in the shortest possible time and will include the resources of this sector in the inventory of educational opportunities in the state.

190. The Council also recognizes existing deficiencies in information on proprietary education and the lack of policy guidelines by which the state can take account of this sector. The Council will cooperate with the proprietary schools, the Commission for Vocational Education, and other agencies in the development of an adequate information base and appropriate policy recommendations. The Council considers this an item of high priority for the planning period immediately ahead.

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*These recommendations are contained in the section on Responsiveness.

**From Trivitt, David A., Proprietary Schools and Postsecondary Education, ERIC Research Report No. 2, 1974, pp. 30-31.

191. The Council recommends that the Occupational Demand Forecasting System under development by the Commission for Vocational Education and the State Board for Community College Education incorporate data on proprietary sector graduates and enrollment projections as rapidly as such information can be accurately compiled.

192. The Council will recommend the inclusion of information on proprietary school offerings in any program to provide readily accessible and objective information on educational and career opportunities in the state.

Coordination

The Council's goal pertaining to coordination notes the importance of utilizing all educational resources in the state in an effective manner if high standards of excellence are to be achieved and maintained. There are several points pertinent to the issue of statewide coordination of postsecondary education that can be made here*:

1. Among the functions of postsecondary education, the basic function is the transmission of knowledge, the imparting of skill, in short, the education of students. Institutional structures, state educational agencies, inter-institutional and agency cooperation, coordination, and governance--all the elements of postsecondary education--are means to this end, and the effectiveness of each should be evaluated in terms of its contribution to the achievement of this end.
2. It is clear that effective statewide planning is necessary to ensure the coordinated use of resources in meeting postsecondary educational needs. Statewide planning is directional; it should be viewed as the development of policies and the direction of efforts toward stated ends. Coordination is operational; it is a process by which efforts to achieve identified goals are inter-related and unified.
3. The basic functions or missions of the Council for Postsecondary Education are the provision of statewide leadership in the public interest and the promotion of cooperation and coordination between the sectors and institutions comprising postsecondary education.
4. It is the Council's responsibility to foster a growth of consensus and cooperation between the public and private postsecondary education sectors.
5. A related responsibility is that in statewide planning the Council must consult with the components of postsecondary education, public and private, before major planning decisions are made.
6. Effective planning requires the development of a comprehensive data base which includes information on the students, programs, and facilities of both the public and private sectors--the development of such a data base is a responsibility of the Council for Postsecondary Education. Conversely, it has a responsibility to ensure the availability of appropriate non-confidential information to assist both public and private institutions in the achievement of effective cooperation.

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*See ECS, "Coordination or Chaos?", Report 43, October, 1973, pp. 9-10, and Lyddy, James P., "Statewide Planning and the Public [sic, Private] Sector," Planning for Higher Education, Vol. 4, No. 2, April, 1975.

7. Financial accountability for the activities of both public and private institutions is justified to the degree that their activities involve public funds.

8. Finally, much of the recent impetus for statewide planning and coordination in this state has come from the political sector--it is essential that this become an educational concern and commitment as well.

These points comprise a conception of coordination that is pertinent both to the Council for Postsecondary Education's perception of its own role and to this report. In the sections that follow the subjects of regional coordination and cooperation, improved articularion between the secondary and postsecondary sectors, the coordinative role of the Council for Postsecondary Education, and the implementation of this plan are considered.

a. Cooperation Among Institutions--Regional Advisory Committees

The potential for enhancing educational and economic effectiveness through cooperation among institutions located in relative proximity within given regions of the state has not been pursued as actively in Washington as elsewhere. It can be argued, however, that if statewide planning is to be effectively comprehensive, it should have a regional component. For each sector of the state there should be the capacity to assist in the determination of requirements for postsecondary education and the provision of a regional perspective in the identification of resources to efficiently fulfill these requirements. For this reason the establishment of regional advisory committees is advocated in this report. Such committees, advisory to the Council for Postsecondary Education, should exist as a forum in which institutions may be brought together to cooperate in the preclusion of unnecessary duplication of effort and the provision of timely and relevant educational opportunities for residents of the area.

Effective regional cooperation could promote a variety of economies:

1. The improved utilization of facilities and the provision of additional classes without a permanent increase in operating expense at one or all of the cooperating institutions.

2. Avoidance of the diseconomies of duplication and competition among programs in the area served.

3. The attainment of joint use of educational communications media at the local or regional level, apportionment of costs to make such operations economically feasible, and the development of consortia among institutions offering similar courses or programs for the design and exchange of programmed learning materials.

4. Improved articulation between sub-baccalaureate and baccalaureate-granting institutions located within a region.

5. Regional advisory committee review of new program proposals and recommendations on the continued desirability of existing programs (adding, thereby, a more complete extra-institutional perspective to institutional and state-level reviewing processes)

6. The utilization of regional advisory committees is a device by which all components of postsecondary education, public senior, private senior, community college, vocational-technical institute, and proprietary schools in the area could be brought together to discuss concerns in a local setting.

No postsecondary institution can be all things to all people, and persons in each are becoming aware that at least some form of inter-institutional coordination on a regional scale is essential both to the achievement of effective statewide planning and the preservation of institutional identities. A major concern expressed is that regional cooperation will become geographically constrictive, with students effectively required to choose from the program array of the institutions located in the region of residence and the institutions themselves precluded from offering programs elsewhere. This is not the perception of regional coordination held by the Council. Rather, the view is that the institutions located within a region should have primary responsibility for meeting the educational needs of area residents. Should an institution have program resources lacking in another region, it would find a forum in the regional advisory committee in that region to test the need and coordinate the offering.

Regional advisory committees could be established in each of the five areas described on Figure 17. These regions have been delineated through the utilization of the following six criteria:

1. Senior institutions' traditional immediate service areas should be respected. Regions should include at least one public senior institution.

2. The Seattle area should be considered an indivisible geographic area, bound as it is by complex, interdependent organizations and populations.

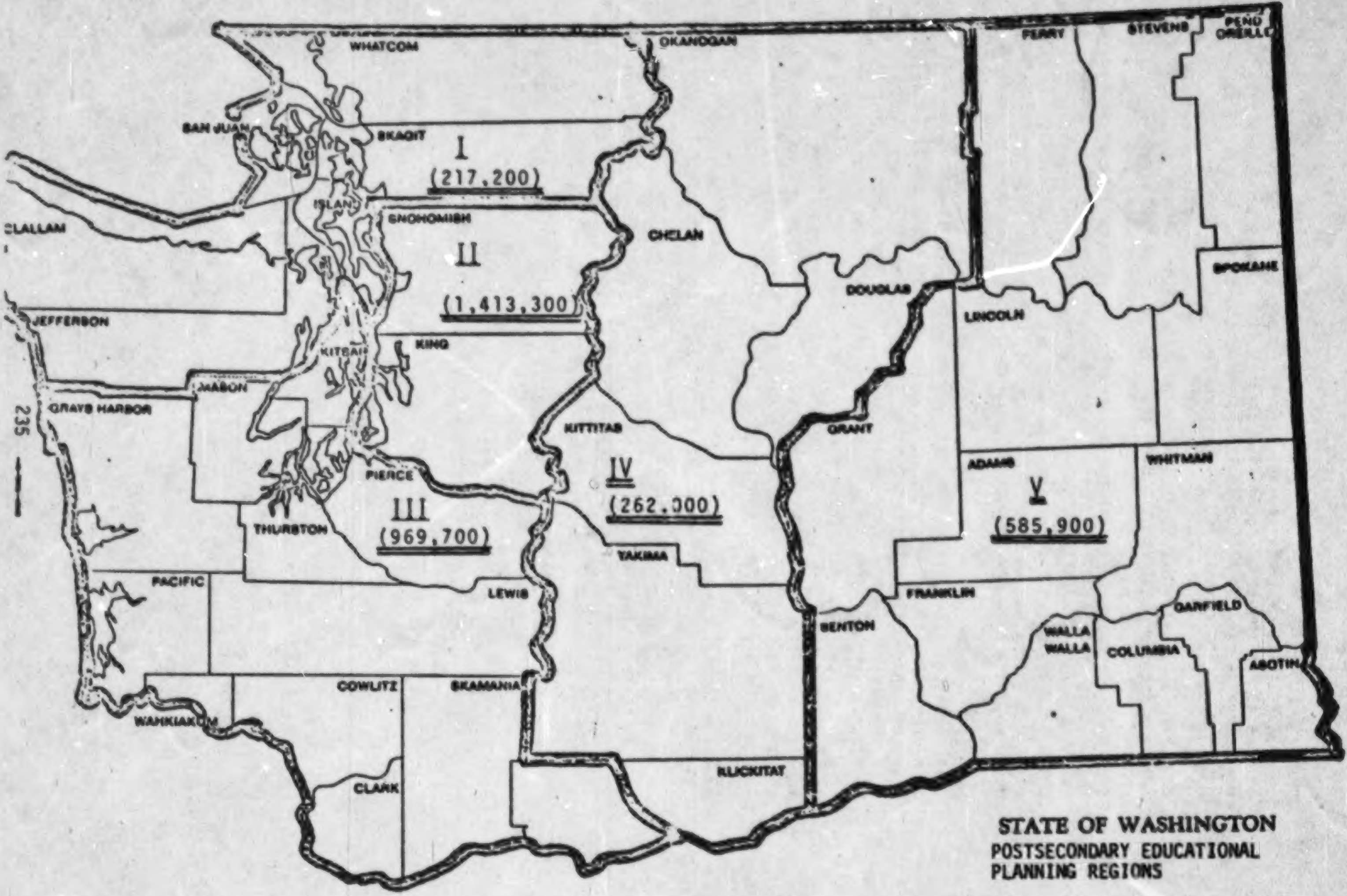
3. Community college district lines should be respected.

4. The state's 13 planning districts should be respected by defining regions around them.

5. Attention should be paid to ascertainable student migration patterns.

6. Attention should be paid to the distribution of the population within the state.

FIGURE 17


WHATCOM
OKANOGAN
PERRY
STEVENS
PEND OREILLE
SAN JUAN
SKAGIT
I
(217,200)
ISLAND
SNOHOMISH
CLALLAM
CHELAN
II
(1,413,300)
DOUGLAS
LINCOLN
SPOKANE
JEFFERSON
KITSAP
KING
MASON
GRAYS HARBOR
KITTITAS
GRANT
PIERCE
IV
(262,000)
ADAMS
V
(585,900)
WHITMAN
THURSTON
III
(969,700)
YAKIMA
PACIFIC
LEWIS
FRANKLIN
BENTON
WALLA WALLA
COLUMBIA
GARFIELD
ASOTIN
COWLITZ
SKAMANIA
WAHKIAKUM
CLARK
KLICKITAT

STATE OF WASHINGTON
POSTSECONDARY EDUCATIONAL
PLANNING REGIONS

(PLUS REGIONAL POPULATIONS)

Since these criteria are not totally compatible, adjustments had to be made at the points of conflict. The resultant areas provide a necessary starting point for additional adjustments that may prove necessary as the concept is carried forward.

It is the view of the Council that regional coordination should be conducted on as simple a basis as possible, avoiding cumbersome bureaucratic mechanisms that require high costs and inordinate amounts of energy. Accordingly, the notion of regional advisory committees, representative of each of the postsecondary institutions located in the region, with the Seattle Council augmented with representatives of the three western state colleges and Washington State University, all of which draw students in significant numbers and provide off-campus offerings in the area, is recommended. The regions described herein would engender advisory committees ranging in size from four participants, plus proprietary representation, in Region I to 20, plus proprietary representatives, in Region II. Regions III, IV, and V would have committees consisting of 13, 4, and 9, plus proprietary representation, respectively. These committees could expand to include representatives of other regional educational entities, as appropriate.

The exploration and development of organized procedures for inter-institutional cooperation on a regional basis will require a commitment from the state, the postsecondary education community, and the Council for Postsecondary Education. The establishment of regional advisory committees is a necessary initial step. Additional planning to develop the concept is clearly needed, and this will be a major tactical planning concern of the Council during the 1975-77 biennium.

193. The Council recommends the establishment of regional advisory committees of representatives of the institutions located in each of five regions of the state. The responsibilities of these committees should be the promotion of inter-institutional cooperation in their respective regions and assisting the Council on Postsecondary Education and the institutions in their program efforts. The specific functions of the committees should include:

a. Providing comment on the requirements, present and anticipated, for postsecondary education in the area;

b. Advising on the availability of regional public and private postsecondary educational resources for meeting these needs;

c. Communicating recommendations for effectively utilizing or increasing regional postsecondary education resources through inter-institutional cooperation;

d. Commenting upon proposals to establish new programs in the region, either campus- or off-campus based, to the Council for Postsecondary Education and the sponsoring institution.

194. The Council shall prepare and disseminate specific guidelines pertaining to the establishment and responsibilities of regional advisory committees prior to June, 1976. These guidelines may identify one region for implementation of the concept on a pilot basis.

b. Improved Articulation Between Secondary and Postsecondary Systems

The two relatively self-contained systems of secondary and postsecondary education exist in comparative isolation from each other. Each has developed practices, and exercises prerogatives, that tend to reinforce their separation. These range from different funding mechanisms, through different pedagogical procedures and separate professional organizations to distinct support structures. Each institution, in the case of postsecondary education, or each local school district determines its policies and goals in the areas of curriculum, teaching, and methodology, and the necessary specialization of the educational staff tends to limit its focus in the teaching-learning process to a defined range of subject matter. The result tends to be a lack of attention to the total educational process.

As an example of the problem, a lack of communication between teachers in the same subject areas can cause gaps or overlap in the curricular progress of a student. While it is understood that students passing from one system to the other are likely to feel the effects of curricular disarticulation, little information exists on the intensity of the problem. In Washington three sources of data appear particularly appropriate to an assessment of the extent or lack of curricular integration. These are records of student performance, information from the students themselves, and analysis by a faculty of the two systems.

At the national level a poll of high school and college educators on the subject of curricular duplication between the last two years of high school and the first two years of college revealed that, of the four areas examined (English, social science, science, mathematics), most of the overlap is in English and the least is in mathematics*. These findings are at some variance with those of an earlier study (1968) of the college freshman at the University of Illinois at Chicago Circle**. Students there indicated they were best prepared in mathematics and least prepared in chemistry and foreign languages.

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*"Teachers Find Much Duplication in High School, College Courses," Chronicle of Higher Education, May 3, 1971, p. 5.

**Menacker, Julius, From School to College: Articulation and Transfer, Washington, D.C., A.C.E., 1975, p. 133.

An organization established to consider secondary and postsecondary articulation in Washington--The Washington Council for High School College Relations-directs its attention primarily to broad problems of communication and articulation. It has, however, been unable to analyze specific problems because of a lack of complete information on their extent and nature. A means for collecting necessary information and performing the analyses required needs to be established. Beyond this, there is a need for basic data to support such activities.

Whatever else, it is clear that existing problems tend to relate less directly to the distinctive qualities of either educational system and more to the results of the maintenance of separate organizational structures with less than optimal communication between them. There is important need in Washington to minimize these differences and to develop improved articulation between the two systems.

195. The Council for Postsecondary Education will request the cooperation of the State Superintendent of Public Instruction, the Commission for Vocational Education, and the State Board for Community College Education in the designation of task forces to study and develop recommendations pertaining to articulation between the secondary and postsecondary systems. These task forces should investigate, respectively, the following topics and make their recommendations to the parent agencies prior to January, 1978.

   a. Techniques for reducing articulation problems pertaining to differences in learning objectives, instructional methodologies, and materials used to supplement instruction;

   b. Techniques for measurement of mastery in basic skills;

   c. The desirability of longitudinal data collection on high school senior/college freshman performance levels to determine subject areas in which gaps or overlap are prevalent;

   d. The desirability of longitudinal intra-institutional surveys to determine freshman perception of subject areas in which articulation problems occur;

   e. Organizational structures that might inhibit academically or occupationally oriented students from advancing at rates commensurate with their abilities.

c. The Coordinating Role of The Council for Postsecondary Education

The purpose clause of the statute describing the authority and responsibilities of the Council for Postsecondary Education states that:

> "With the increase in the number of institutions and in the scope, variety, and extent of higher education demand of the institutions by the people of a dynamic state, and the evident need to maintain articulation and coordination among the parts of a more complex system of higher education, it is desirable to establish a council to facilitate planning for postsecondary education."

The functions of the Council are described as follows:

1. Engage in overall planning for postsecondary education in the state, which shall include the collection and analysis of necessary data from public, and where appropriate, private institutions of higher education. The purpose shall be to:
    - a. Assess and define the educational needs of the state to be served by postsecondary education;
    - b. Recommend and coordinate studies to ascertain how defined educational needs are being met;
    - c. Study and make recommendations concerning adult education, continuing education, and public service programs;
    - d. Identify priorities among the defined needs and specify the resources necessary to meet them;
    - e. Differentiate roles of the community college system and the individual public institutions and identify the most effective division of responsibility among them in meeting defined needs. To facilitate this, review and recommend the creation of all new degrees and recommend which institutions shall award them; and evaluate proposals for the elimination of existing degrees. Identify changing conditions which may require the revision of these roles and division of responsibility of the institutions.
2. In the execution of the above planning responsibilities, develop criteria for the need for new baccalaureate institutions; and recommend the establishment, location, and role of any new baccalaureate granting institutions, and review the plans for community college system in terms of their articulation with planning for higher education in the state.
3. Study levels of fees and charges to students and, when necessary, make recommendations to the institutions, legislature, and Governor.
4. Study and make recommendations concerning admission and transfer policies.
5. Review individual institutional operating budget requests to determine the conformity or lack thereof to the state's postsecondary education plan, provided that its review of community colleges be limited to the plan prepared by the State Board for Community College Education.

6. Review the individual institutional capital budget requests to determine their conformity or lack thereof to the state's postsecondary education plan, provided that its review of community colleges be limited to the plan prepared by the State Board for Community College Education.

7. Study and make recommendations for the development of improved practices of administrative management in order to facilitate the most efficient operation of the public institutions and the avoidance of unnecessary duplication among institutions.

8. At the request of the Governor, Legislature, State Board for Community College Education, or baccalaureate granting institutions of higher education, and in conjunction with such legislative interim committee on higher education as may be in existence, study and make recommendations regarding legislation affecting postsecondary education.

These paragraphs describe the conception of the Council's functions held by the legislature when the gaency was created in 1969. More recently, in legislation enacted in 1975, these sections were amended to include the term postsecondary education. The membership of the Council was also modified to reflect this new emphasis through the designation of the Superintendent of Public Instruction and the director of the Commission for Vocational Education as members. The Council was also statutorily designated as the State 1202 Commission and required to perform the responsibilities required thereby. Finally, the name of the Council was changed to the Council for Postsecondary Education.

The statutory authorizations clearly describe a legislative conception of the Council's role that accord with a paradigm of a statewide "coordinating" agency, as distinct from a statewide "governing" board. As such, the authority of the Council is perhaps less pervasive than that recommended for statewide agencies by the Education Commission of the States. According to the ECS recommendation, such agencies should have the following powers*:

1. To engage in continuous planning, both long- and short-range;

2. To acquire information from all postsecondary institutions and agencies through the establishment of statewide management and data systems;

3. To review and approve new and existing degree programs, new campuses, extension centers, departments and centers of all public institutions, and, where substantial state aid is given, of all private institutions;

4. To review and make recommendations on any and all facets of both operating and capital budgets, and, when requested by state authorities, present a consolidated budget for the whole system; and

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*ECS, "Coordination or Chaos?", op. cit., p. 84.

5. To administer directly or have under its coordinative powers all state scholarship and grant programs to students, grant programs to non-public institutions, and all state-administered grant and aid programs.

The most obvious departures from the ECS suggestion are in the areas of budgeting and program approval, and specifically the presentation of a consolidated budget for the whole system. Consolidated budget development, it seems, would quickly move the Council from its status as a coordinating board to the status of a statewide governing board. Perhaps more important, the ECS recommendation begs the question of a "system" of postsecondary education, once again implying a role for the agency as a statewide governing, or "super," board.

The general perspective of the Council is that such an approach may work well in other states, states with different higher education traditions, but the model applied in Washington, and represented by the Council, works well and is not in apparent need of further significant adjustment as long as it continues to work well.

In short, there is no postsecondary education system extant in Washington. Accordingly, the role of a statewide agenci is necessarily one of coordination. The Council believes that the coordinating agency model is still the most appropriate for Washington. As a coordinating agency, the Council should have sufficient authority to conduct continuous comprehensive statewide planning and provide objective and independent advice to the Governor and the Legislature. Its effectiveness should continue to depend not upon its ability to govern, but on the quality of its advice and recommendations.

As a coordinating board the Council has a general responsibility not to intrude on the powers of institutional governing boards. Accordingly, the following general areas of responsibility should remain primarily those of the institutional boards*:

1. Control of the institution and its property.
2. Responsibility for the internal organization and structure of the institution.
3. Responsibility for the administration of the institution.
4. Responsibility for student affairs, except for statewide admission issues, enrollment ceilings, and statewide recommendations for enrollment mixes appropriate to the various segments.
5. Responsibility for faculty affairs (hiring, promotion, tenure, dismissal, salaries) except for the development of general recommendations to the institutions and the political decision-makers on issues such as salaries and tenure.
6. Selection and appointment of persons at the institutional level; employment of the president.
7. Approval of travel, in- and out-state, for staff in institutions.
8. Planning of courses or programs, including their content, and selecting subjects for research.

Based on idem., p. 85.

9. Presenting arguments and supplying materials for institutional operating and capital budgets, except that the Council should present and support its own recommendations on budgets.

10. Responsibility for construction, land acquisition, equipment, materials, and services for the operation of the institution.

11. General policing or maintenance of civil order on campus, and

12. Negotiations and contractual relationships with unions representing institutional personnel, except that the Council should, upon request, make recommendations pertaining to state-level guidelines for such activities.

In sum, the conception of the Council implicit in the legislation describing its functions and responsibilities is sufficiently broad and flexible as to describe a place for it between the postsecondary education community and state government. The fulfillment of its responsibilities will necessarily require some subordination of perceived institutional prerogatives in the interest of overall state policy, but there are reasonably clear perimeters delineating the appropriate areas of purview for the Council and the institutions. The resulting relationship has proved an effective one.

Two final topics need to be considered here. The first of these is the change in the Council membership described in the 1975 legislation; the second is the role of the Council in technological education coordination, described in legislation enacted during 1974.

Substitute Senate Bill Number 2519, designating the Council as the 1202 Commission, and changing its title to Council for Postsecondary Education (CPE), also changed the membership structure. Whereas the previous membership included the presidents of each public senior institution, four legislators, two representatives of the Governor's Office, two private college presidents, the Director of the State Board for Community College Education, the president of one community college, and nine citizen members appointed by the Governor with the advice and consent of the Senate*, the CPE will henceforth consist of one representative of the four-year public institutions (Chairman of the Council of Presidents), one private college or university president, one representative of the Governor's Office, the State Superintendent of Public Instruction, the Director of the State Board for Community College Education, the Director of the Commission on Vocational Education, one representative of proprietary education, and the nine citizen members. This legislation reduces the total statutory membership from 25 to 16. Perhaps more important, the new structure may lead to problems of representation in the deliberations of the Council, particularly for the various institutions of postsecondary education. Accordingly, during the months ahead, as the new structure becomes operative, the Council will consider procedures by which such problems can be reduced. These may include the designation of advisory committees or other arrangements.

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*Following a 1974 Executive Order designating the Council as the 1202 Commission, the statutory membership was temporarily augmented with the SPI, the Director of SBCCE, two voc-ed representatives, and a representative of proprietary schools. This arrangement was on an interim basis pending the enactment of legislation. Substitute Senate Bill 2519 statutorily changed the membership to that discussed here.

Finally, on the subject of technological education, a 1971 study prepared for the legislature contained a finding that one alternative to the establishment of a polytechnic institute in Washington would be a technological education/study center. The objective of such a center would be to assist students in designing their technologically-related curricula and placing them in appropriate courses offered in existing institutions. As a result of the study, the 43rd Legislature directed the Council to incorporate into its long-range planning consideration the need for a wide range of advanced technological programs and the appropriate organizational structure for their delivery. The term "advanced technological education" is assumed to mean programs available in the various technical fields beyond those offered in the community colleges and vocational-technical institutes.

The specific demand for advanced technical education is not known, and an assessment of interest is required before a program design or delivery mechanism can be created. To the extent that current interest is apparent, it is in the area of Engineering Technology. Although the state colleges are offering advanced education in Industrial Technology, for one reason or another these programs do not fulfill this apparent need, and students desiring advanced work in Engineering Technology must presently enroll in other states. Aside from this, the first task of the Council in technological education must be an assessment of the need for a wider range of technological programs. If this need is substantiated, the second task is the recommendation of appropriate delivery structures, with particular attention to the feasibility of a technological education study center. Such recommendations should be developed in conjunction with representatives of the colleges and universities. In view of the legislative mandate for Council study and recommendations in this area, these tasks are considered a priority item for the 1975-77 biennium.

In summary, the 1975 enactments have described both a new membership structure for the Council and a generally-broadened range of responsibility (from "higher" to "postsecondary" education). To the extent possible, this report has reflected this broadened purview by relating in some manner to all of the segments involved in postsecondary education. Because these responsibilities are new, it is clear that much work needs to be done. Perhaps the most important consideration here, however, is that the Legislature and the Governor, in changing the membership of the Council and broadening the range of its purview, did not alter its basic structure: it is, and is envisioned to remain, a statewide coordinating agency.

196. The Council for Postsecondary Education recommends that the present conception of a statewide postsecondary education agency, as a statewide coordinating rather than a governing board, should continue to operate in Washington; the role of this agency should continue to be that of engaging in continuous statewide postsecondary education planning and the provision of independent and objective advice to the Governor, the Legislature, and the various components that comprise postsecondary education in this state.

197. The Council recommends no further modification in its statutory functions.

198. A major responsibility for the Council during the 1975-77 biennium will be that of formally assuming the responsibilities of a 1202 Commission; part of these responsibilities will be the development of procedures for representation in its deliberations.

199. With respect to its responsibilities for coordinating technological education, the Council endorses the view that a polytechnic institute is not necessary in Washington at this time; the Council will assess the need for a wider range of advanced technological programs, and should this need be determined, recommend appropriate delivery structures to meet it. The Council's Technological Education Clearinghouse should report its initial findings and recommendations prior to July, 1976.

d. Implementing the Plan--Continuous Statewide Planning

By now it is clear that the Council's conception of comprehensive statewide planning is that it should be of a continuous nature. Its conception of this plan is that it applies to the six-year period commencing January, 1976. Finally, the Council is also concerned with procedures by which institutional and segmental planning might be more effectively coordinated with, and incorporated into, the statewide plan. These conceptions and concerns converge as procedures for implementing this plan are considered.

The approach envisioned here is one in which the recommendations of this report are re-assessed by the Council at the end of each two-year period. Thus, prior to January, 1978, the Council will re-examine each recommendation and determine whether it has been achieved, if it is scheduled to be achieved by that date, whether it should be continued into the following two-year period, or whether it requires modification or refinement either in view of changing circumstances or experiences encountered in its implementation. These findings, coupled with new recommendations that will evolve through the completion of the recommended tasks or by dint of new circumstances, will be contained in a progress report on the plan that will be prepared and transmitted to the Governor, the Legislature, and the various components of postsecondary education in this state. This progress report will be in effect during the two-year period ending January, 1980.

Prior to a second periodic reassessment and progress report (to be completed before January, 1980), the Council will call for the development of institutional and segmental planning statements and position papers reflective of views from this level on the roles of the institutions and segments during the following planning cycle. These statements and position papers will be incorporated into the progress report describing the second reassessment of the current plan, along with the Council reassessment of its earlier recommendations. This second progress report will apply during the two-year period 1980-1982.

Following the promulgation of its second progress report on the current plan, the Council will commence activities that will culminate in the release of its subsequent six-year plan in January, 1982.

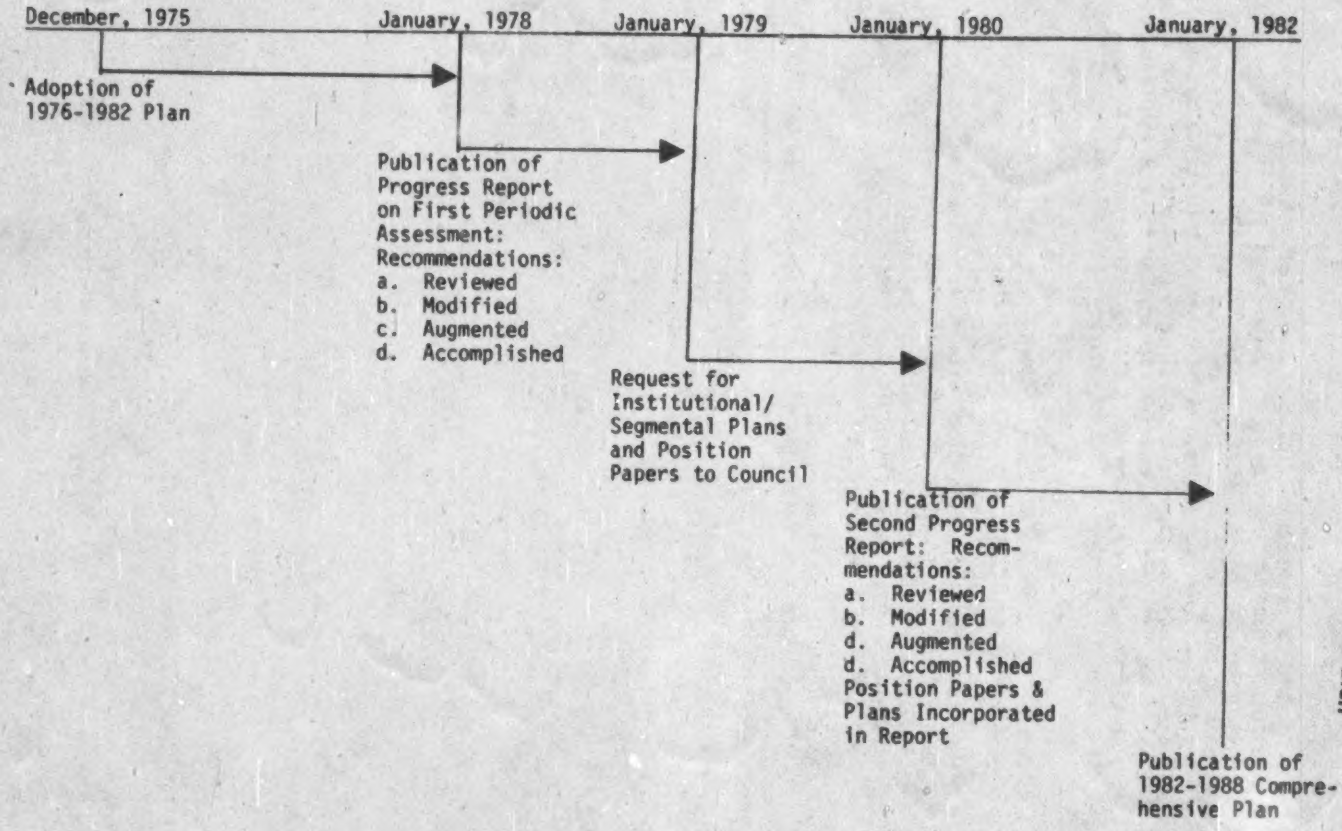
The Council believes that this approach provides ample opportunity for evaluation and modification of the recommendations contained in this report, the addition of new recommendations at the end of each two-year period, and institutional and segmental planning input to the statewide comprehensive plan. It describes a process that incorporates a needed continuous planning dimension and one that will culminate in successive plans at six-year intervals. It is a process that contains both flexibility and accountability.

The process is described schematically in Figure 18.

Unedited First Draft

FIGURE 18

COUNCIL ON POSTSECONDARY EDUCATION
COMPREHENSIVE PLANNING SCHEDULE


December, 1975
January, 1978
January, 1979
January, 1980
January, 1982
Adoption of 1976-1982 Plan
Publication of Progress Report on First Periodic Assessment: Recommendations: a. Reviewed b. Modified c. Augmented d. Accomplished
Request for Institutional/ Segmental Plans and Position Papers to Council
Publication of Second Progress Report: Recommendations: a. Reviewed b. Modified d. Augmented d. Accomplished Position Papers & Plans Incorporated in Report
Publication of 1982-1988 Comprehensive Plan

200. The Council for Postsecondary Education shall implement the recommendations of this report over a six-year period commencing January, 1976 and terminating January, 1982. The implementation schedule shall entail a first reassessment culminating in the publication of a progress report by January, 1978, and a second reassessment culminating in the publication of a second progress report, containing institutional and segmental position papers and planning statements, by January, 1980. This implementation cycle will terminate with the publication of a subsequent six-year statewide plan in January, 1972.

201. The Council will request institutional and segmental position papers and planning statements for review and inclusion in the second progress report and the subsequent six-year plan prior to January, 1979.

e. Summary of Recommendations

The following table organizes the recommendations of this report as they pertain to four categories: Policy Recommendation, Continuation of Current Activity, Procedure Review, and New Studies. Those contained in the first category, Policy Recommendation, are statements not normally requiring additional review effort, although in some instances legislative action may be involved. Recommendations viewed as Continuations of Current Activity involve matters, such as new and existing program review, the responsibility for which has been assigned and is being exercised. Recommendations in this category may also pertain to matters such as the development of budget review procedures or cost studies which are underway at this time, and which predate the preparation of this report. The third category, Procedure Review, reflects recommendations calling for institutional or other agency review of existing policies. They differ from the last category, New Studies, in that the collection of new data or new information is not the primary focus of the recommendation. The final category, New Studies, is fairly evident. It contains recommendations calling for activities in areas not recently examined in a systematic fashion and in which the collection and development of new information is required.

The last two categories, Procedure Review and New Studies are further identified in terms of effort required to accomplish them. These assessments are subjective and could prove inaccurate as a study is developed, but they represent the current view of the Council on the relative expenditure of effort required for accomplishment of the task.

In several instances recommendations in this report refer, individually, to distinct facets of a single larger study. In the following table such recommendations are aggregated under a single heading as appropriate. Finally, the table also reflects the dates by which the subject activity is to be accomplished.

Recommendation	Page/ Effort	1976 Jan	1976 Jun	1976 Jul	1976 Sep	1976 Nov	1977 Jan	1977 Jun	1977 Jul	1977 Sep	1977 Nov	1978 Jan	1978 Jun	1978 Jul	1978 Sep	1978 Nov	1979 Jan
I. POLICY RECOMMENDATIONS																	
1. Doctoral programs should continue to be offered only within the University of Washington and Washington State University.	56																
2. Evidence of termination, consolidation, or other internal realignments in existing programs will be sought in proposals for new doctoral programs	57	X															
5. CPE guidelines on the Doctor of Arts degree should continue to describe the criteria applying to new DA proposals.	57																
6. Washington institutions should offer doctoral programs only when there is adequate interest and where there are demonstrable faculty strengths, financial resources, laboratory, library and other physical facilities, need for graduates, and related and supportive programs at the institution.	58																
11. Master's degree-granting authority of the state colleges should be broadened.	60	X															
15. Degree-granting authority of the state colleges should be broadened to permit the offering of recognized titles at the undergraduate level in state colleges.	6[illegible]	X															
18. The development of three-year baccalaureate and time-shortened professional degree programs on an experimental basis is encouraged.	63																
22. The Associate of Arts (transfer) degree should be accepted as prima facie evidence of completion of the general																	

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education requirements of college work by all senior institutions.	65											X					
26. Proposals for new community college programs likely to require more than two calendar years for completion should be transmitted to the for review and recommendation prior to their inauguration.	67																
27. Community colleges and the local public schools should continue cooperative efforts to bring Adult Basic Education programs to isolated areas. A goal is the provision of such programs in each school district of the state.	67																
28. The state should provide sufficient resources to allow the components of postsecondary education to fulfill their missions. Council support to this proposition presupposes an awareness of a concommitant responsibility among the institutions for stringent reallocation and reprioritization of resources and review of instructional programs.	69																
36. The Council supports plans by the SPI to assess competency-based teacher learning programs and offers the assistance of its staff and resources to this endeavor.	73																
39. The present margin between graduating dentists and the need for professionals within the state is insufficient to warrant the establishment of another school of dentistry in Washington.	77																
40. The current evidence of need for physicians is insufficient to justify a modification of the exclusive major responsibilities of the institutions with the objective of establishing a second medical school in Washington.	77																

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45. No additional law schools should be established in Washington during the foreseeable future.	79																
48. There is a need to provide in-service and return-to-work training opportunities for personnel involved as faculty, counselors, and administrators in vocational educational programs. Such opportunities should be developed and provided at the institutional level.	82																
50. A second program in veterinary medicine is not necessary in Washington during the foreseeable future.	84																
54. Council review and recommendation of new degrees and degree programs will continue to focus on new doctorate and master's programs, and on new baccalaureate programs outside of core curriculum areas. Proposals for new programs should contain evidence that internal reallocations have been fully considered in the quest for resources. Institutions should continue to notify the Council during the development of new degree structures in, and new titles for, existing programs. Private colleges and universities are invited to seek Council review of new programs.	88	X															
61. Colleges and universities should provide information in their catelogs, as part of each program description, on the percentage of qualified applicants accepted into the program, the average credits earned by students in order to graduate, and the placement experiences of recent completers.	93														X		
62. Colleges and universities should institute career analysis courses and counseling for lower-division and entering students.	94														X		

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68. The Council supports legislation directed to the prescription of minimum standards of educational quality, ethical business practices, health and safety standards, fiscal responsibility, and safeguards against deceptive or fraudulent practices in proprietary education.	94		X														
69. Institutions are encouraged to hire the best-qualified faculty and administrative staff from all groups within the population and to guarantee full and equal participation of individuals from these groups once they are associated with the institution.	102																
The Council will recommend legislation prohibiting the sale of term papers, themes, theses, or research papers, or the taking of an examination for another at an institution of postsecondary education.		X															
74. All instructional offerings which are part of a course of studies leading to an occupational objective or creditable toward a degree, diploma, or certificate the institution is authorized to award, including creditable activities currently classified as extension and correspondence, should receive state financial support. Levels of support should be determined by the same assumptions governing support of regular instruction but should account for differences in cost patterns and should be identifiable as a separate budget category.	106					X											
75. The following instructional categories should be self-sustaining except where the interests of the state clearly indicate some support is advisable: a. Courses or activities established for the primary purpose of meeting the hobby, personal enrichment, and general																	

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interest desires of individuals or groups, and																	
b. courses, seminars, or workshops which are not part of an ongoing curriculum but which are established at the request of business or industrial firms, community groups, or governmental agencies for their employees or members, and the enrollment to which is under the control of these organizations.																	
In any case where a contract is arranged with a firm or agency for courses, even though they may be part of an ongoing curriculum, every effort should be made to obtain maximum possible reimbursement.	106																
77. The Council will recommend that expenses of instruction offered during the summer term be budgeted as a separate sub-program of the instruction program. Support levels for summer programs should not be based solely on the amount of revenue derived from summer fees.	108	X															
81. The Council will recommend that the current definition of capital expense be revised to include major maintenance and repair expenses in excess of $10,000	110	X															
82. As a long-term objective, the operating an capital costs of new student housing and all parking should be borne by fees collected by the users of these facilities, including students, staff, and the general public.	111																
83. The operating costs of resident dining facilities, student center cafeterias or food services, snack bars or vending machines be borne by charges to the users of these services. If operational deficits are																	

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unavoidable, then services and activities fees in proportion to student use or discrete clearly identified general revenue subsidies may be used.	111	X															
84. Capital costs of expansions, replacement, or major additions to food service facilities should be wholly funded by accumulated or pledged revenue from user sources. Initial food service facilities may be funded from a combination of user charges, student fees, or treasury bonds, in view of the multiple use of these facilities.	112																
86. The Council will recommends, that the operating and capital costs of future student union facilities, exclusive of food service operations, at four-year institutions be funded by user charges and services and activities fees and that construction costs of union facilities in community colleges be funded from user charges, and student tuition fees, recognizing the multiple usage of these facilities	112	X															
86. The Council supports the offering of tuition-free educational opportunities to persons in advanced age categories on a space-available basis. The Council shall determine the extent of any costs associated with such action.	118																
88. Colleges and universities are requested to re-examine and intensify their efforts to attract and retain students from ethnic minority groups. Particular attention should be directed to graduate programs and to programs designed to attract American Indians and persons with Spanish surnames.	124							X									
89. No additional conventional college or																	

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university primary campuses should be created in Washington during the foreseeable future.	134																
93. Institutional bulletins should identify program admissions standards clearly nd in detail. Informational brochures and announcements describing program offerings should identify program admission requirements.	137																
98. The Council supports the institutional open-door educational concept operative in the community colleges and believes that the introduction of restrictive institutional admission requirements would adversely affect the state's goal of expanded access to postsecondary educational opportunities.	142																
99. The Council recommends that Washington continue to utilize a mixed system of state operating appropriations and student fees in financing public postsecondary education.	143																
104.The Council recommends that the breaking point between part-time and full-time fees not be reduced below the level now applying, but that it be raised to ten hours, if appropriate, in the four-year institutions and twelve hours in the community colleges.	147																
106. Charges for testing for credit should be based on the lesser of either the cost of the examination of the standard charge per credit hour earned or attempted.	147																
107. Lab and course fees not related to tools or equipment which have a continuing value to the student, used for a pooled																	

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purchase of services the institution does not normally provide, or used as a safeguard against overse of materials or services beyond a level deemed necessary for completion of the course should be eliminated.	148																
109. The Council endorses current national efforts to implement a common application procedure for all students applying for financial assistance. The Council recommends that such common procedures and instruments be instituted in Washington.	151									X							
110. The Council endorses current national efforts to establish a common system for determination of relative financial strenghts of students or students' families. Such common procedures and instruments should be instituted in Washington upon completion of the national efforts.	151																
111. Concurrent with Federal policy, the Council recommends the establishment of annual student budgets to ensure timely reflection of costs and uniformity of treatment.	151																
114. The Council reaffirms its commitment to securing legislative support and funding for a diversity of student assistance programs, including grant, work, and loan programs.	151																
115. The Council is supportive of Constitutional amendments which would allow lending of the state's credit and aid to students attending private educational institutions. Upon approval of such amendments by the electorate, the Council will seek legislative and administrative support for reactivation of the Higher Education Assistance Authority.	151																

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116. As part of WAshington's efforts to assist students through educationally-related employment, the Council recommends further availability of funds for work-study programs. Student compensation should be congruent with the task performed.	152																
117. The Council will continue its support of legislative efforts to provide institutional services and assistance which minimize accumulated debt, place a premium on educationally-related work experience, and provide grant assistance at levels reflective of the family or student's financial ability to contribute or borrow for educational costs.	152																
118. The Council will work closely with other state agencies involved in the funding of postsecondary education to assure coordinated efforts in meeting student educational and training needs.	152																
119. The Council support efforts at the Federal level to delegate to the states greater responsibility for the administration of Federal student assistance programs.	152																
121. The Council recommends the development of limited reciprocity agreements to enable persons in counties adjoining the border of WAshington, Oregon, and Idaho to attend community colleges in the other state without payment of a nonresident differential.	154	X															
122. The Council recommends elimination of nonresident fees to citizens in British Columbia wishing to attend Western Washington State College for a trial period of four years.	154	X															

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124. Institutions are encouraged to seek opportunities for practical learning experiences for students and to integrate such learning experiences with the formal learning process. Internships should compliment and not replace formal classroom learning. Institutions should attempt to ensure adequate compensation arrangements for student interns. Internships should not be used to displace compensated employees.	167																
126. Consideration should be given to greater utilization of practicing professionals in advisory capacities on the program curricula committees in the public colleges and universities.																	
127. Opportunities to challenge course requirements should be generally available as an alternative to classroom attendance in all courses except those in which it is determined that appropriate learning cannot occur experientially. College catelogs should advise students of opportunities to challenge courses and indicate which courses are not suitable for challenge.	160									X							
128. Colleges and universities in the public sector should allow priority for readmission to matriculated students in good standing who have dropped out up to a period of three years, grant leaves of absence for work or study readily, facilitate reentry without penalty, and allow flexible time units for completion of course and degree requirements.	161						X										
129. Colleges and universities are requested to consider adoption of foregiveness policies which allow undergraduate students the option of having their poorest term ex-	162																

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cluded from the calculation of their grade point average.																	
134. There is a need to develop and evaluate alternative educational systems as part of the normal and ongoing functions of the institutions. Such activities should be supported through regular budgeting procedures and administrative practices.	166																
142. The University of Washington should continue to provide instruction in the liberal arts and sciences and in the professions, as appropriate through the doctoral level, and it should have exclusive responsibility in public postsecondary education for instruction in the profession of law and for graduate instruction in the professions of medicine and dentistry.	182																
143. Washington State University should provide instruction in the liberal arts and sciences and in the professions, as appropriate through the doctoral level, and it should have exclusive baccalaureate and advanced program responsibility in public postsecondary education for instruction in Agriculture and its related fields and Veterinary Medicine.	182																
144. The University of Washington and Washington State University should have responsibility for the offering of the doctoral degreem and the two together should have joint responsibility for the sole offering of the doctorate in Washington public postsecondary education.	182																
148. Washington State University should continue its response to educational needs through the provision of undergraduate and graduate university educational experiences in a balanced manner.	183																

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150. Central, Eastern, and Western Washington State Colleges should have as their primary function the provision of instruction in the liberal arts and sciences and in the professions and applied fields which require more than two years of collegiate instruction.	185																
151. The instructional role of these institutions should be related closely to the ducational needs of the residents of the areas they serve. For Eastern Washington State College this area is the eastern portion of the state, and particularly Spokane; for Central Washington State College it is the central portion of the state; and for Western Washington State College it is the northwestern portion of the state.	186																
152. Within their respective service areas, Central, Eastern, and Western should perform the functions of receiving institutions for community college transferring students and providing undergraduate education to the baccalaureate degree and graduate education through, but not beyond, the master's degree.	186																
155. The primary function of The Evergreen State College should be the provision of interdisciplinary instruction in the Humanties, Social Sciences, and Natural Sciences through the master's level.	188																
156. While Evergreen does not offer graduate education it has statutory authorization to do so. Its first priority should be on the consolidation of its undergraduate program, but there is a likely future need for it to offer an adequately supported master's degree. Evergreen should give serious consideration to the development of a master's program that is an extension of																	

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its undergraduate programmatic structure, reflecting a similar interdisciplinary and problem-oriented mode.	188																
157. The Council supports a role for Evergreen as a nontraditional educational alternative in public postsecondary education, but it recognizes a need for Evergreen to render its educational approach responsive to the educational requirements both of trasitional and nontraditional students. The Council will cooperate with Evergreen in the identification of residual educational needs, particularly in its service area, and in the development of a balanced response to these needs.	189																
158. Central, Eastern, and Western Washington State Colleges should be designated as regional universities and the titles "Central Washington University," "Eastern Washington University," and "Western Washington University" should be applied. The Evergreen State College should continue to be so designated.	190	X															
159. State-funded research not related to the improvement of instruction or to applied research should be the responsibility of the University of Washington and Washington State University, and these two institutions should be the principal state-supported academic research agencies.	193																
160. Applied research pertinent to stitutional characteristics and level of operation should be an appropriate responsibility of both the state universities and the state colleges.	193																
161. Individual research for scholarly pub-																	

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blication and research related to the enhancementof individual teaching capabilities should be appropriate at each type of institution.	193																
162. Research and development in improvement and innovation in teaching should be the responsibility of the state universities, state colleges, and community colleges.	194'																
164. The community colleges should be locally-oriented multi-purpose educational institutions offering instruction inclusive of the associate degree level in academic and vocational fields, developmental education for persons beyond the age of compulsory school attendance, and community services consistent with their roles as the primary sources of postsecondary education for the communities they serve.	200																
165. The Council supports an educational role for the community colleges as the primary postsecondary instrumentalities for the achievement of access unemcumbered by financial, social, academic, or geographic constraints and recognizes that this role requires the maintenance of fee structures at lower levels than those charged by senior institutions, the presence of community colleges in dispersed population centers, active extension efforts in off-campus activities, and the coordination of program efforts on regional bases when such coordination will reduce and limit unnecessary duplication of effort and overlap of function.	200																
166. The community college role entails the provision of a comprehensive range of programs, but comprehension should be a dis-																	

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trict or regional objective rather than an a priori goal of each college and, in any case, should be defined not by the expansiveness of program and course inventories but by the existence of adequate effort in each of the major functional areas: academic, occupational, and adult education, and community services.	200																
167 Local conditions may require the achievement of comprehensiveness at the individual community college level, but this determination should be made with recognition of the program offerings of proximate postsecondary institutions and in response to evidence of local program need.	201																
168. The Council supports a general balance of effort between occupational and academic programs in the community college system, but at the local community college level the distribution of effort should vary with demand and in accord with the presence of other postsecondary educational resources in the community.	201																
169. Both the senior institutions and the community colleges should continue to share responsibility for lower division academic instruction with the possible exception of the Seattle area where it is recommended that the private institutions and the community colleges assume preponderant responsibility for such instruction.	201																
170. The Council recommends that the State Board for Community College Education and the Superintendent of Public Instruction collaborate in the provision of community education services to preclude duplication of effort and overlap of function.	201																

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171. Community colleges not currently utilizing the designation "community college" in their title should assume this appellation.	201																
172. Private colleges and universities in Washington offer diversity in educational opportunities and are a vital element in the postsecondary education structure of this state. The state has a responsibility to assure the survival and vitality of the private sector as one of the necessary components in a well-developed system of postsecondary education.	211																
173. Private colleges and universities should continue to have as their primary function in Washington postsecondary education the provision of instruction in the professions and applied fields requiring more than two years of collegiate instruction.	211																
174. A special real and potential utility of the private colleges and universities exists for fulfilling educational needs in areas where there are no public senior institutions, or in areas in which the capacity of the public institution is inadequate to those needs. The Council will work with these institutions and others to develop programs and procedures to assist residents in availing themselves of the educational programs provided.	211																
175. Representatives of private colleges and universities should participate on regional advisory committees concerned with the development of recommendations for coordinated procedures for delivering educational services.	211																

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177. The private colleges and universities should establish a representative panel to review institutional proposals for new degree programs. The Council requests that a representative of the Council or staff be designated a members of such a panel. It also restates a request that private college and university degree program proposals be transmitted to it for review and comment.	212																
178. Private colleges and universities located in close proximity to each other should consider joint program arrangements, cross registration, and other procedures to allow students of each to take courses in the other.	212																
179. The Council will assist institutions in both the public and private sectors in the development of arrangements whereby students in either sector may be provided access to the physical facilities of the other.	212																
180. The Council requests the participation of private colleges and universities in the development of a program to provide readily accessible and objective information on educational and career opportunities available in the state.	212																
182. The range of philosophies regarding the scope, mode of delivery, and outcomes of vocational education spanned by the vocational-technical institutes and the community colleges in this state should be preserved.	224																
183. The Council recommends that the five existing VTI's in Washington continue to provide preparatory and supplementary vocational programs in respons to local needs	224																

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184. The five VTI's, having developed as a natural response to local needs for training related to vocations, should continue to respond to those needs while planning with other institutions in the area to avoid unnecessary duplication of services.	224																
185. The local advisory committees for specific crafts currently serving individual VTI's and community colleges should be replaced by regional advisory committees for specific crafts, similar in composition to the existing committees, but serving all the VTI's and the community colleges in the job market area whenever it is possible to do so.	224																
186. The Council recommends to the CVE that the five VTI's not broaden their offerings into the academic realm and that no new public single-purpose sub-baccalaureate primary campuses be established in this state.	224																
189. The Council recognizes both the role of proprietary education as an option in the provision of occupational training aimed as job placement in the shortest possible time and the need to include the resources of this sector in the inventory of educational opportunities in the state.	230																
191. The occupational demand forecasting system under development by the CCOE and SBCCE should incorporate data on proprietary school graduates and enrollment projections pertinent to this sector as rapidly as possible.	231																
192. Information on proprietary school offerings should be included in the Wash-																	

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ington Occupational Information system	231																
193. The Council recommends the establishment of regional advisory committees consisting of representatives of the institutions located in each of five regions of the state. The responsibilities of these committees should be the promotion of interinstitutional cooperation in their respective regions and assisting the CHE and the institutions in their program review efforts. The specific functions of the regional committees should include: a. Providing regional comment on the requirements, present and anticipated, for postsecondary education in the area; b. Advising on the availability of regional public and private postsecondary educational resources for meeting these needs; c. Communicating recommendations for methods for effectively utilizing or increasing regional postsecondary education resources through inter-institutional cooperation; d. Commenting upon proposals to establish new programs in the region, either campus- or off-campus, to the CHE and the sponsoring institution.	236																
194. The shall prepare and disseminate specific guidelines pertaining to the establishment and responsibilities of regional advisory committees prior to June, 1976. These guidelines may identify one region for implementation of the concept on a pilot basis.	237		X														
196. The recommends that the present conception of a statewide postsecondary education agency, as a statewide coordinating rather than a governing board,																	

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should continue to operate in Washington; the role of this agency should continue to be that of engaging in continuous statewide educational planning and the provision of independent and objective advice to the Governor, the Legislature, and the various components that comprise postsecondary education in this state.	244																
197. The CPE recommends no further modification in its statutory functions.	244																
200. The CPE shall implement the recommendations of this plan over a six-year period commencing January, 1976 and terminating January, 1982. The implementation schedule shall entail a first reassessment culminating in the publication of a progress report by January, 1978, and a second reassessment culminating in the publication of a second progress report, containing institutional and segmetal position papers and planning statements, by January, 1980. This implementation cycle will terminate with the publication of a subsequent six-year plan in January, 1982.	247																
201. The CPE will request institutional and segmental position papers and planning statements for review and inclusion in the second progress report and the subsequent six-year plan prior to January, 1979.	247																
II. CONTINUATION OF CURRENT ACTIVITIES																	
7. The CPE shall continue to review ostensibly duplicative doctoral programs, along with those that show evidence of persistent low productivity, directing atten-																	

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tion to the need for graduates, program costs, and program quality as part of its graduate program review project.	58		X														
12. The CPE shall continue to review ostensibly duplicative master's programs, along with those that show evidence of persistent low productivity, with its attention directed to program need, quality, and costs as part of its graduate program review project.	61		X														
14. The CPE review of existing undergraduate programs will focus initially on baccalaureate programs outside of core curriculum areas. The CHE shall review such undergraduate program offerings in the state colleges and universities during the 1975-77 biennium.	62							X									
52. The CPE views the development of a system of occupational demand forecasting by the CCOE and the SBCCE as promising and will work with these agencies to coordinate its activities with theirs throughout the planning cycle.	86																
53. The CPE is cooperating with other agencies (Governor's Office, CCOE, SPI, SBCCE, Employment Security, etc.) in the Washington Occupational Information Consortium. The CHE supports this endeavor and considers it an important component to manpower planning and the application of such information to the needs of students in Washington.	86																
55. The Council will commence the regular review of new off-campus degree programs and off-campus counterparts to existing programs and an annual inventory of such programs January, 1976.	88	X															

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57. The CPE will continue its examination of existing degree programs, focusing on baccalaureate programs during the 1975-77 biennium. After June 30, 1977, the process should be supplemented by institutional-level procedures, periodic reports to the CHE, and CHE evaluation of proposals to terminate existing programs.	90							X									
71. The staff of the CPE shall continue to work with the public institutions, OPP&FM, and the Legislature in the development of a program budgeting system for postsecondary education with the objective of presenting such a system to the Legislature in January, 1977.	104						X										
72. The CPE in concert with the senior public institutions and the SBCCE should explore possibilities for using existing or modified formulae and budget analysis systems in the development of a program budgeting system for postsecondary education.	105																
73. The staff of the CPE shall continue to work with OPP&FM in the definition of a concurrent and complementary budgetary review role, with the objective of implementing a formal review procedure during the budget cycle commencing in 1976.	105								X								
78. The CPE recommends that summer programs be funded on the basis of staffing and support formulae appropriate to the clientele served. Accordingly, it will continue its study of clientele groups served during the summer term and appropriate cost patterns and standards and present its findings prior to November, 1977.	108										X						

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79. The CPE in concert with the senior public institutions and the SBCCE should continue its examination of existing budget formulae with the objective of completing their work prior to November, 1977.	108										X						
80. The CPE shall continue to work with a boradly-representative committee in the sutdy of a single physical facilities planning system that includes, among its other components, comprehensive space standards and procedures for evaluating obsolescence, and which recognizes valid differences among institutions and segments.	109			X													
108. The CPE shall continue its cooperation with the institutions in the development of improved information storage and retrieval systems capable of supplying information to local administrators of financial aid programs, fiscal reports, and analyses for planning purposes. In this effort the CHE will consult with, and seek the approval of, the State Data Processing Authority.	151																
132. The CPE will continue to cooperate with other state agencies and the institutions in the development of a program to provide readily accessible and objective information on educational and career opportunities in the State. The Washington Occupational Information System should fulfill these needs.	165							X									
134. The CPE supports the exploration and introduction of new innovative program efforts in Washington. It will consider recommendations to the Legislature and Governor for funds to promote innovation. The CHE will continue to survey and diss-																	

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eminate information on new educational developments on a regular basis.	167						X										
134. The CPE as part of its larger current (1975-76) cost study, will examine the cost/benefit relationship of off-campus options and other educational alternatives.	166						X										
145. The UW and WSU should continue to have common responsibility in public postsecondary education for the offering of instruction in Engineering, but the CHE will review the need for both institutions to offer doctoral programs in this field.	182											X					
146. With further regard to the coordination of program efforts between the two universities, the CPE will consider needs a) for major line programs in Pharmacy at each institution, and b) for doctoral-level programs in Pharmacy at the two institutions.	182											X					
149. The CPE requests that WSU continue to study the desirability and feasibility of cooperative arrangements with the University of Idaho and that it prepare a report describing a) the extent of current cooperative arrangements, b) plans for further arrangements during the period 1976-80, c) arrangements that might occur after 1980, d) limitations, statutory and other, on such arrangements, and e) an institutional assessment of the advantages and liabilities of such cooperation.	183						X										
190. The CPE recognizes existing deficiencies in information on proprietary education and the lack of policy guidelines by which the state can take account of this sector. It will cooperate with the																	

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proprietary schools, the CCOE, and other agencies in the development of an adequat information base and appropriate policy recommendations. The CHE considers this a item of high priority for the planning period immediately ahead.	230																
199. With respect to its responsibilities for coordinating technological education, the CHE endorses the view that a polytechnic institution is not necessary in Washington at this time; the CPE will continu its assessment of the need for a wider range of advanced technological programs, and should this need be determined, recommend appropriate delivery structures to meet it.	244			X													
III. REVIEWS OF POLICIES AND PROCEDURES																	
(Note: recommendations in this category are aggregated when they represent different facets of the same effort; accordingly, the numerical sequence is occasionally disturbed.)																	
3. The CPE recommends that the UW and WSU re-examine their doctoral program offerings in search of ways to make them more flexible and to improve the preparation of candidates for college teaching and requests that they report the results prior to January, 1978.	57 Moderate											X					
4. The UW and WSU should undertake a reassessment of their DA programs reporting their findings prior to January, 1978.	57 Minimal											X					

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8. The CPE shall study possibilities for cooperation in doctoral program offerings among institutions in the Pacific Northwest with the objective of completing its report and making its recommendations by June, 1977.	58 Moderate							X									
123. The CPE will encourage and participate in discussions with other Pacific Northwest states and Canadian provinces on the subject of a regional Academic Common Market with the objective of developing and presenting recommendations prior to November, 1978.	154 Moderate															X	
10. The state colleges and universities, in concert with the private institutions, should undertake a re-assessment of the use of discrete degree titles at the master's level with the objective of implementing the relevant recommendations of the Carnegie Commission and reporting their findings prior to June, 1978. (Recommendations 10 and 16 are closely related.)	60 Minimal												X				

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16. The use of undergraduate degree titles in Washington should accord with the appropriate recommended nomenclature of the Carnegie Commission or such other agreed nomenclature developed by the colleges and universities. The state colleges and universities, in concert with representatives from the private colleges and universities, should undertake an assessment of this issue prior to June, 1978.	62 Minimal												X				
13. The CPE will work with the state colleges and universities in the review of their strengths with the objective of identifying areas of individual responsibility for programs at the graduate level, developing recommendations prior to January, 1978.	61 Major											X					
154. The CPE recommends that Central, Eastern, and Western State Colleges define areas of institutional strength, that can support the development of programs, particularly at the graduate level, reflective of their institutional characteristics.	186. Major											X					
20. The SBCCE is requested to examine the use of Associate degree titles in the community colleges with the objective of ensuring consistency of usage among institutions prior to November, 1976.	64 Minimal					X											

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21. The SBCCE is requested to examine general requirements for General Studies programs with the objective of ensuring general consistency within the system prior to November, 1976.	64 Minimal					X											
29. The CPE recommends that the community colleges and WSU clarify their respective areas of responsibility in extension programs in agriculture prior to June, 1978.	69 Minimal												X				
32. The CPE shall examine programs in the Communications fields to determine if there is a continuing oversupply of graduates and steps that can be taken to alleviate the problem prior to September, 1977.	71 Moderate									X							
33. The CPE requests the SBCCE to determine if community colleges are graduating excessive numbers of computer operators and coders and if there is need to reduce program activity in this area prior to September, 1977.	71 Minimal									X							
34. The CPE will continue to work with appropriate representatives of postsecondary educational institutions in the development of guidelines and definitions pertaining to continuing education generally, and in the coordination of policies on the Continuing Education Unit (CEU) with the objective of completing the task prior to June, 1977.	72 Moderate							X									
37. The CPE recommends that the UW develop a proposal for a baccalaureate program in Industrial Engineering, taking into account the identified needs of Washington employers of industrial engineers, during the 1975-77 biennium.	44 Minimal								X								

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38. The CPE recommends that each institution review its programs for ethnic minorities, both a) in terms of the general quality of instruction in ethnic minority programs and courses, and b) in terms of the effective encouragement and qualification of minority students into programs leading to marketable skills and capabilities. Such evaluations should be accomplished during the 1975-77 biennium.	75 Moderate								X								
137. All postsecondary educational institutions should reassess the adequacy of their guidance and counseling programs in the context of the specific clientele served prior to September, 1976.	168 Moderate				X												
138. In view of the counseling requirements for students enrolled in evening and off-campus programs and of students from minority sectors, the CHE recommends the development of institutional and systemic plans, in the case of the community colleges, to meet these needs. Included should be identification of the costs and benefits of program recommendations. This should be accomplished prior to January, 1977 for CPE recommendation for inclusion in the state funding formulae.	168 Moderate						X										
41. The faculty of the UW and WSU should consider the feasibility of a joint approach to the offering of a program in Bio-Medical Engineering prior to November, 1977.	77 Minimal										X						
42. The UW, WSU, and EWSC should explore needs for additional types of health professionals in the Spokane area and the feasibility of joint arrangements for																	

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efficiently meeting these needs prior to November, 1977.	77 Moderate										X						
43. Information on the needs for health professional in Washington is generally insufficient for effective planning. A review of this information and the procedures for data collection should be an item of high priority during the 1975-77 biennium.	77 Moderate								X								
44. The CPE shall review the need for a PhD program in Home Economics with particular attention to the Interstate Doctoral program in this field prior to June, 1978.	78 Minimal												X				
46. The CPE recommends that the UW review its Master of Library Science program in the context of suggestions that it be lengthened and diversified. It also recommends that the UW, EWSC and WWSC evaluate needs for a program to prepare persons for positions as information systems analysts prior to July, 1977.	80 Minimal								X								
49. The CPE notes possible gaps in graduate programs in Public Affairs. In Olympia, where program needs can be met through private university efforts consideration should be given to a contractual arrangement to reduce student costs.	83 Minimal																
50. The CPE believes that a second program in Veterinary Medicine in Wasington is not necessary; however, it requests WSU to undertake a review of needs for veterinarians in some specialties, and if these needs are confirmed, to adjust its program to respond to them, prior to June, 1976.	84 Minimal		X														

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56. The CPE looks to the SBCCE for the review of new community college programs. Accordingly, it calls upon the State Board: a) to develop a process for the review of new community college academic programs; and b) to re-examine its procedures for the review and approval of new vocational programs prior to January, 1977.	90 Moderate						X										
58. The CPE requests the SBCCE and the districts to develop and inaugurate procedures for the review of existing programs in the community colleges on a continuing basis prior to September, 1978.	91 Moderate														X		
59. The CPE requests the CCOE, SBCCE, and the SPI, in concert with the institutions involved, to undertake a review of existing occupational programs to determine if there is overlap in particular geographic areas and means by which these program offerings could be consolidated, prior to July, 1977.	91 Moderate								X								
65. The CPE will undertake a study of other states' policies for regulating programs offered by out-of-state entities and present its findings and recommendations to the Legislature prior to January, 1976.	96 Minimal	X															
66. The CPE recommends that each college and university review its policies on academic tenure, including their relationship to affirmative action, the current faculty tenure proportions by rank, sex, and ethnic identities, and procedures for the release of tenured faculty as part of a reduction in force, prior to the onset of the 1977 academic year.	99 Moderate									X							

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67. Each college and university governing board should undertake a study of alternatives to supplement academic tenure prior to the onset of the 1978 academic year.	100 Minimal														X		
76. The CPE and SBCCE should re-examine the need to fund community service programs with the objective of presenting recommendations to the Legislature prior to September, 1977.	107 Moderate									X							
90. The CPE will review needs for additional upper-division and graduate educational opportunities in the Seattle and Tri-Cities areas in the context of determining the efficacy of consortium arrangements to fulfill these needs prior to January, 1978. (Recommendations 86 and 133 are related.)	135 Moderate											X					
136. During the current planning cycle, the CPE will conduct carefully focused needs assessments, directed to such localities as the Tri-Cities and Spokane areas, which pertain to regional or target group educational needs. In these endeavors the CHE will seek the cooperation of OPP&FM, CVE, and other appropriate state agencies and institutions.	167 Moderate																
92. The CPE recommends that colleges and universities re-examine their admissions requirements with the objective of reducing reliance upon specialized high school courses as indicators of student ability in basic skill areas prior to June, 1978.	137 Moderate												X				

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125. The CPE recommends that each college and university explore the potential for cooperative arrangements for continuing educational opportunities on-site in various work locations. These cooperative arrangements might include the sharing and exchange of personnel, information, facilities, and other resources.	159 Minimal																
130. The CPE recommends that each college and university re-evaluate its on-campus residency requirements, determine whether there is a general or specific need for them, and report its findings prior to January, 1977.	163 Minimal						X										
140. The CPE believes that responsiveness to community needs through evening and off-campus instruction must be maintained regardless of the funding mechanism. Accordingly, it shall cooperated with the senior colleges and universities and the SBCCE in the development of recommendations to ensure flexibility in the design and staffing of evening and off-campus instruction as part of its review of postsecondary education finance procedures. presenting recommendations prior to January, 1977.	171 Moderate						X										
141. The CPE shall re-examine statutory references to major lines for the UW and WSU and present recommendations for their modernization prior to January, 1976.	178 Minimal	X															

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147. The CPE recommends that the UW emphasize the role of a receiving institution for students at the upper-division and graduate levels and that this institution work closely with the community and other colleges and universities to ensure maximal transfer of earned credit. As a corollary, the CPE recommends that the UW, SU, and SPC and the Seattle area community colleges investigate procedures to encourage residents of the area who must utilize local educational opportunities to enroll in the community colleges or other local institutions for their initial postsecondary educational experiences, presenting findings and recommendations prior to June, 1977.	183 Moderate							X									
176. The CPE requests that the private colleges and universities cooperate fully in its postsecondary educational planning program and that each develop, if not already having done so. a planning report for inclusion in future statewide educational plans. The CHE requests that such efforts commence not later than fall, 1977.	212 Moderate									X							
181. The CPE shall periodically assemble and report to the Legislature and the Governor information and recommendations on the financial condition of the independent institutions, their enrollments, available spaces, and the respective costs of utilizing these spaces.	213 Moderate																
198. A major responsibility of the CPE during the 1975-77 biennium will be that of formally assuming the responsibilities of a 1202 Commission: part of these responsibilities will be the development of procedures for representation in its deliberations.	244 Minimal																

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IV. RECOMMENDED NEW STUDIES (Note: recommendations in this category are aggregated when they represent different facets of the same effort; accordingly, the numerical sequence is occassionally disturbed.)																	
9. The staff of the CPE will work with a task force of institutional representatives on a general assessment of the master's degree with the objective of presenting conclusions and recommendations to the institutions prior to January 1, 1978.	59 Moderate											X					
17. The state colleges and universities are requested to undertake a study of approaches to the reduction of required time to completion of baccalaureate programs. Such study should encompass the identification of programs for which this might be appropriate, the utilization of advanced placement examinations, early admission, and year-round attendance. These institutions are further requested to report their findings and recommendations prior to January, 1978.	63 Moderate																
19. The CPE will cooperate with the SBCCE, the SPI, and the institutions in a study of the feasibility of developing a joint 12th-grade/college freshman year program for qualified students with the intention of developing recommendations prior to September, 1977.	63 Moderate									X							

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23. The CPE in concert with representatives of the state colleges and universities and the community college system will undertake a study of an Associate of Arts option for students completing necessary credits in public senior institutions, presenting its findings and recommendations prior to September, 1977.	66 Minimal									X							
(Recommendations 24 and 25 pertain to study of the inverted curriculum.)																	
24. The CPE, in cooperation with the SBCCE, the CCOE, and the institutions should undertake a study of the inverted curriculum with the objective of presenting findings and recommendations prior to January, 1978.	66 Moderate											X					
25. Pending the aforementioned study, the state colleges and universities should consider arrangements by which students with Associate degrees in professional areas can achieve a BA or BS in no more than two additional years of study, reporting their findings prior to June, 1977.	67 Moderate							X									
30. The CPE recommends that CWSC and WSU cooperate in determining the feasibility and need for a program in Agriculture Education in Ellensburg, reporting their findings prior to November, 1977.	69 Minimal										X						
31. The CPE recommends a general review of undergraduate programs in Business and Management by a task force of faculty from programs in the area. The review should address overall program adequacy, the extent to which student and professional needs are being served, and the effectos of lack of accreditation on such programs. The task force should report its findings and recommendations prior to September, 1978.	71 Moderate														X		

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35. The CPE will request the cooperation of the SPI in the designation of a task force to consider future needs for teachers in the public schools and the import of these needs for programs in teacher education. Such a task force should complete its study prior to June, 1978.	73 Moderate												X				
47. The CPE will cooperate with professional associations in nursing in a general examination of the need for professionals in this state and the concomitant need for additional conventional and continuing education programs completing this effort prior to November, 1977.	81 Moderate										X						
51. The CPE will seek the support of institutional representatives and professional associations in the conduct of manpower analyses of selected professional and occupational fields and in the identification of historical placement patterns of graduates in core curriculum areas during the 1975-1977 biennium, with the objective of employing its findings in the review of new program proposals, evaluation of existing programs, and student career information needs.	86 Major								X								
60. The CPE requests each senior institution, the SBCCE for the community colleges, the SPI for the vocational-technical institutes, and each private vocational institution to examine its practices in light of the Office of Education's inventory of consumer concerns and make appropriate changes prior to January, 1978.	93 Major											X					
64. The CPE recognizes need for study of the experiences of graduates of public and																	

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private vocational programs in Washington and recommends that such a study be completed prior to November, 1977.	76 Major										X						
68. The CPE will empanel a task force of representatives of postsecondary institutions, governmental agencies, and industry to undertake a study of programs of faculty reward and renewal with the objective of developing recommendations prior to November, 1977.	102 Moderate										X						
70. The CPE will collaborate with the various components of postsecondary education in Washington, utilizing the contributions of other agencies and centers in the U.S., in the development of a report with recommendations pertaining to the assessment of excellence in education, with the objective of completing this task prior to January, 1979.	103 Major																X
87. The CPE will undertake an analysis of the participation rates of females in postsecondary education during the 1975-77 biennium. To assist in this study, the CHE will empanel a task force consisting of representatives of postsecondary institutions and the general public.	124 Moderate								X								
91. The CPE recommends that statewide admissions criteria not be utilized as a means to a stratified educational structure in Washington. However, a general study of admissions criteria is needed. The CHE requests the assistance of the colleges and universities in the conduct of such a study during the 1975-77 biennium.	136 Moderate								X								

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94. The CPE recommends that the effects of the enrollment ceiling, institutional and programmatic, of the University of Washington be undertaken. It will instruct the staff to work closely with the University in the preparation of a report on this subject to be completed prior to January, 1977	140 Moderate						X										
95. The CPE recommends that study of the utilization of facilities of the University of Washington to support evening programs in Seattle be undertaken. Thus, it requests the University to review the evening use of its facilities and provide recommendations for the exclusion of evening students from its enrollment limitation and the possibility of joint use of facilities by the University and other institutions in the Seattle area. The Council requests such study prior to July, 1977.	140 Major								X								
97. The CPE recommends against establishing an enrollment ceiling at WSU pending assessment of the size and effects of a ceiling on statewide educational needs. The staff shall work with WSU in the preparation of a report on this subject the completion date of which should be no later than January, 1977.	140 Moderate							X									
100. During the 1975-77 biennium the CPE will develop recommendations for a public policy on the portion of costs to be borne by students. In the development of these recommendations it will seek wide involvement. The CHE will present its recommendations prior to November, 1976.	143 Major					X											

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101. As part of this policy recommending process, the will seek agreement on appropriate methods for determining the educational cost base.	143 Major					X											
102. The CPE recommends the continued utilization of a tuition and fee pricing system that differentiates between educational segments. As part of its public tuition policy determination process it will develop recommendations pertaining to desirable margins between segments.	145 Major					X											
103. The CPE will re-examine the establishment of a fee structure that differentiates between lower-division, upper-division, and graduate studies in the light of experiences of states and institutions which have implemented such an approach.	146 Major					X											
105. The CPE will request the involvement of institutional representatives in a study of alternative pricing approaches to achievement of equity in full-time and part-time student fees.	147 Major					X											
112. The requests the participation of institutional representatives on a study committee to design policy guidelines for financial aid packages that will, consistent with Federal statutes and guidelines, permit maximization of individual choice in institution selection. Consideration should be given to providing vouchers redeemable from state funds and usable at any eligible institution.	151 Moderate									X							
113. In recognition of the need for an interim statewide system for assessing ag-																	

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gregate student financial needs, the CPE shall, in concert with the U.S. Office of Education, review annual institutional reports showing past and projected student financial needs.	151 Moderate																
120. The CPE shall reexamine the appropriateness of financial assistance based upon criteria other than, or in addition to, demonstrated financial need, with the objective of issuing preliminary recommendations prior to January, 1977.	152 Moderate						X										
132. The CPE will empanel a study committee of representatives from private and public postsecondary educational institutions to investigate the benefits and costs of varied approaches to the application of communications media to the educational process, with the objective of developing a report with recommendations prior to July, 1977. The study committee should address at least the following: a) Implementing cooperative mutli-media programming and the exchange and use of materials among Washington postsecondary institutions; b) Acquisition of multi-media equipment and facilities for distributing postsecondary programs within the states; c) Linking efforts in Washington with other states' current and proposed projects for the purpose of sharing the costs of program production and distribution.	165 Major								X								
187. The CPE recommends that the existing VTI's continue to share responsibility with community colleges for the provision of apprenticeship programs, and it suggests that the apprenticeship training program be examined by the CVE or a committee of the state Legislature with a view to deter-																	

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mining the adequacy of their funding and program support.	224 Moderate																
188. The CPE recommends that the CVE empane a study committee of representative of the VTI's and the community colleges to review and develop recommendations pertaining to a) the certification of instructors, b) criteria for the establishment of new vocational programs, and c) the reporting of instructional effort. The Council requests that the findings of this committee be communicated prior to June, 1978.	224 Major												X				
195. The CPE will request the cooperation of the SPI, the CCOE, and the SBCCE in the designation of task forces to study and develop recommendations pertaining to articulation between the secondary and postsecondary systems. The task forces should investigate, respectively, the following topics and make their recommendations to the parent agencies prior to January, 1978. a) Techniques for reducing articulation problems pertaining to differences in learning objectives, instructional methodologies, and materials used to supplement instruction. b) Techniques for measurement of mastery in basic skills. c) The desirability of longitudinal data collection on high/school senior/freshman performance levels to determine areas in which gaps or overlap are prevalent. d) The desirability of longitudinal intra-institutional surveys to determine freshman perception of subject areas in which articulation problems occur. e) Organizational structures that might inhibit academically or occupationally oriented students from advancing at rates commensurate with their abilities.	238 Major											X					

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(Note: Recommendation 163 was inadvertently omitted from the listing of new studies)																	
163. During the 1975-77 biennium, the CPE will undertake an analysis of research in public postsecondary education with specific attention directed toward the identification of institutional research responsibilities, the relationship of research to instruction, and the effects if substantial changes occur in funding patterns for research activities, reporting its findings prior to November, 1977.	194 Major										X						
(Note: Recommendation 139 was inadvertently omitted from the listing of Policy Recommendations)																	
139. The CPE reaffirms the position that adequately supported off-campsu and evening programs are potentially effective approaches to the fulfillment of adult educational needs. However, such offerings must be coordinated to avoid redundancy and to ensure optimal utilization of available educational resources. Such offerings must be accompanied by appropriate library resources and support services. Their quality must be comparable to their on-campus equivalents.	171																

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